



**THE EVOLUTION OF
AVIAN INFLUENZA
COMMUNICATION
IN INDONESIA:
2006-2010**

A BIRD'S-EYE VIEW



USAID
FROM THE AMERICAN PEOPLE



**KomNas Pengendalian Flu Burung dan
Kesiapsiagaan Menghadapi Pandemi Influenza**



SUMMARY

This document provides a perspective on the communication efforts implemented in response to avian influenza (bird flu) in Indonesia, from 2006-2010.

As knowledge of the disease evolved, so did the communication initiatives.

The development of communication has been dynamic, changing and adapting to new information on the disease and risks of transmission. Communication messaging and methods have shifted through time to focus on specific high-risk segments of the population, detailed herein over three phases.

CITATION

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ACRONYMS AND ABBREVIATIONS

AI	Avian Influenza (also called H5N1 and bird flu)
CBAIC	USAID-funded Community-Based Avian Influenza Control Project
CENTRAS	Center for Tropical Animal Studies (Bogor Agricultural University)
CLCC	Creative Learning Communities for Children
DVD	Digital Video Disc
FAO	Food and Agriculture Organization
FAQ	Frequently Asked Questions
H5N1	'Avian Influenza A' Subtype (H5 hemagglutinin; N1 neuraminidase)
HPAI	Highly Pathogenic Avian Influenza
KOMNAS FBPI	Indonesian National Committee for Avian Influenza Control and Pandemic Influenza Preparedness
GOI	Government of Indonesia
NGO	Non-Governmental Organization
NPPP	National Pandemic Preparedness Plan
NPPRP	National Pandemic Preparedness and Response Plan
PHRI	Indonesian Hotel and Restaurant Association
PSA	Public Service Announcement
SARS	Severe Acute Respiratory Syndrome
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WHO	World Health Organization

FOREWORD BY KOMNAS FBPI CHIEF EXECUTIVE

Exactly four years ago, in March 2006, KOMNAS FBPI was created to steer Indonesia through the uncharted waters of a possible avian influenza (AI) pandemic situation. Entrusted with coordination and facilitation between 14 government ministries and numerous national and international partners and NGOs, KOMNAS FBPI's focus was to ensure the program went forward in a concerted manner.

Looking back, the last four years have not been smooth sailing; there have been numerous challenges to overcome. In the beginning, there was limited understanding of avian influenza; the standard response was, "Is it really that dangerous?" As new information about the disease became available, it was crucial to communicate it immediately, raising awareness without causing panic.

Communication was not only about getting messages out to specific target audiences and the general public; it also played an important bridging role between ministries and diverse stakeholders. Arriving at a consensus between so many partners was not always easy, and dealing with budget constraints was sometimes limiting.

When I was appointed Chief Executive of KOMNAS FBPI, I felt I was sailing a ship that was still in the process of being built. Even today, we are still building. Not because we didn't finish what we started four years ago, but because the challenges keep getting bigger.

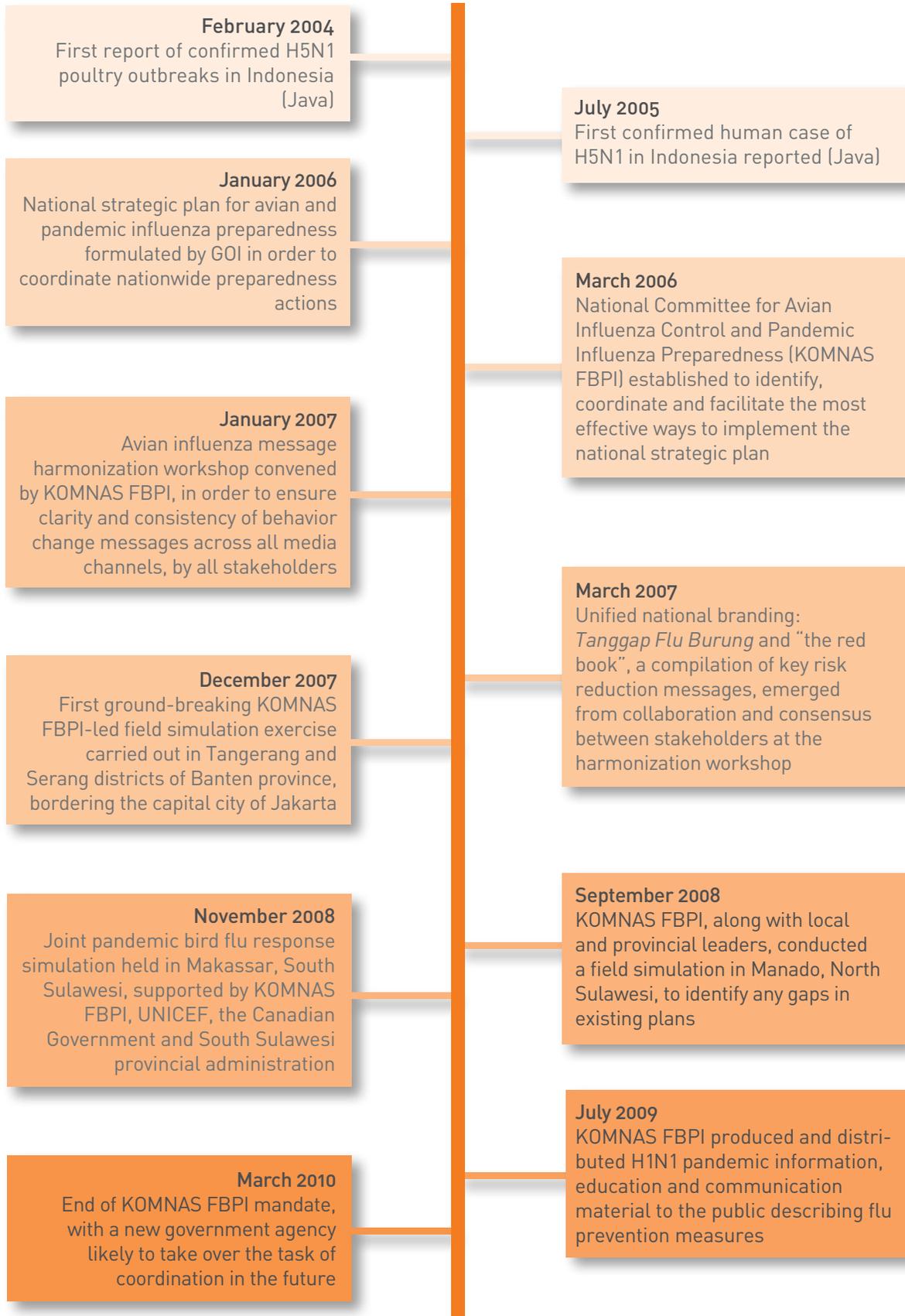
Now, at the end of this part of the journey, I am better able to appreciate the remarkable progress made in these last four years.

This publication marks the end of KOMNAS FBPI's coordinating role in the avian influenza program. It illustrates how the role of communication was pivotal in creating awareness to curtail the spread of the disease in Indonesia, and the lessons learned along the way.

In closing, I would like to thank all of the partners and stakeholders whose active participation was so essential to the success of the program. Without them, this ship would not have sailed at all.

Bayu Krisnamurthi

CHRONOLOGY OF EVENTS



EXTRAORDINARY SITUATIONS CALL FOR EXTRAORDINARY MEASURES

A new zoonotic disease emerged in Indonesia seven years ago. It turned out to be avian influenza (AI), or bird flu, caused by a highly pathogenic strain of H5N1 avian influenza virus that was first identified in Hong Kong in 1996. While typically an animal disease, it has the ability to jump to humans with deadly effect. How? Why? Who is at risk? What is the best response?

Many questions to answer

These were only some of the questions the world faced, with the widespread emergence of H5N1 avian influenza.

Word of poultry outbreaks in Indonesia first surfaced in 2003. H5N1 outbreaks were confirmed in eleven provinces and first reported in early 2004. The first confirmed human case was reported in 2005.

Recognizing the enormity of preventing a zoonotic epidemic on a national scale, the National Committee for Avian Influenza Control and Pandemic Influenza Preparedness (KOMNAS FBPI) was established by presidential decree in March 2006, and tasked with coordinating the Indonesian government's response to H5N1.

KOMNAS FBPI established

Since little was known at the time about transmission of the disease, little was known about prevention and mitigation measures either. This was one of the greatest challenges KOMNAS FBPI faced, while developing strategies to prevent the spread of H5N1.

This document provides an overview of the communication efforts in Indonesia in response to avian influenza, including rationale, process and implementation. Most importantly, it documents what worked best and provides a valuable resource for ongoing and future zoonotic disease prevention and preparedness.

THE AVIAN INFLUENZA SITUATION IN INDONESIA

Indonesia: highest number of cases globally

Although avian influenza has not, at the time of writing, turned into the disastrous pandemic international experts have feared, it has already infected 478 people around world, with a global fatality rate of 60 percent.

Indonesia itself accounts for more than one-third of global cases, with 163 cases and 135 deaths¹ (see *References section*), since the first human cases in 2005.

With 83 percent of infections leading to death, Indonesia's AI mortality rate is among the highest in the world, increasing significantly between 2005 and 2007².

Gap between 'knowing' and 'doing'

Although many factors may account for the high number of cases in Indonesia specifically, the fact is that people's knowledge and awareness of the disease was substantially higher than their actual implementation of appropriate preventive action.

A concerted effort by GOI and international donors to combat H5N1

To remove these barriers to adopting preventative steps, Indonesia and the international donor community invested significant funding in developing communication designed to promote behavior mitigating the risk of avian influenza to the human population.

Concurrently, the national strategic plan for avian and pandemic influenza preparedness was formulated in January 2006, with two main goals under the *Communication, Information, and Public Awareness*³ section:

a) Provide information, education, and communication to all levels of the community to build awareness and avoid panic during bird flu outbreaks or a possible human pandemic, and

b) Raise risk communication and public relations capabilities of health experts and government in relation to mass media.

THE AVIAN INFLUENZA COMMUNICATION SITUATION

At the outset, avian influenza was a new issue in Indonesia, and the first human cases in 2005 presented a critical situation that had to be dealt with immediately.

All initiatives from the concerned donors and ministries were welcomed. In the initial months of the first human outbreak, eight different communication campaigns targeting the same target audiences with different messages were being run by various national and international entities:

- Ministry of Agriculture
- Ministry of Health
- Ministry of Communication and Information
- UNICEF/Japan/KOMNAS FBPI
- FAO
- Metro TV/KOMNAS FBPI/PHRI
- Local Government of Jakarta
- USAID/KOMNAS FBPI/CBAIC

Many voices, many messages: 'B3K', 'Waspada', 'Tumpas', 'Beat the Bird Flu'

Communication campaigns utilized mass media (television and radio) and a variety of print materials.



TV campaigns and print materials produced by various stakeholders during Phase I, to get the message out to the public on an urgent basis.

While acknowledging the many avian influenza communication initiatives implemented during the first year, KOMNAS FBPI recognized the need for consistent strategic messages informed by the most up-to-date scientific information available. Harmonization of messages to be used by the various stakeholders was key, if any degree of behavior change was to be achieved.

What are the key messages that will encourage behavior change?

CRITICAL PHASES IN THE EVOLUTION OF AI COMMUNICATION

Creating the brand: greater impact with one voice and unified messages

By this time, it was evident that nothing short of a coordinated, dynamic communication approach would achieve the high levels of awareness necessary to prevent the outbreak from getting out of control. Communication initiatives, initially launched in 2007, are captured by the three phases outlined below, and are described in this document.

A national brand was created in order to provide credibility and promote trust that campaigns under this brand carried accurate and up-to-date information on H5N1

a. Phase I:

Pandemic preparedness and a unified national approach



b. Phase II:

Applying the approach to high-risk groups

As knowledge of the disease evolved, so did the communication. As new disease transmission routes were identified, focus shifted to target different segments of the population.



c. Phase III:

Addressing the poultry supply-chain and pandemic response simulation

An 8-poster series produced by CBAIC, targeted priority audiences considered most vulnerable to disease transmission.



A. PHASE I: PANDEMIC PREPAREDNESS AND A UNIFIED NATIONAL APPROACH

Pandemic preparedness

With the establishment of KOMNAS FBPI in 2006, work began in earnest to plan and develop a National Pandemic Preparedness Plan (NPPP). The Government of Indonesia (GOI) also established an NPPP technical working group, headed by KOMNAS FBPI. The group included representatives from all stakeholders and worked to assist and guide the development of sectoral plans for the ministries of tourism, health, agriculture, transportation, electricity, social welfare, interior, foreign affairs, education, and others, as well as the police and the military.

The NPPP technical working group sensitized members to the urgent need for sectoral plans detailing standard operating procedures to follow in the event of a pandemic. By mid-2007, sectoral pandemic preparedness plans had been developed and compiled into a draft NPPP. The document, which details a risk communication strategy, serves as the basis for planning pandemic response simulations. The document - the risk communication strategy, in particular - has also been followed in the development and dissemination of messages across Indonesia in response to the 2009 H1N1 influenza (formerly known as swine flu) pandemic.

A unified messaging approach

KOMNAS FBPI led a message harmonization workshop for avian influenza in January 2007. The workshop established key AI control messages; reached consensus on message positioning and branding; and developed a collaboration mechanism for donors and government agencies. These elements were determined critical to ensuring all strategic and tactical messages related to AI were consistent, reinforcing, and reflected the most up-to-date scientific information available. The workshop formalized GOI policy with regard to AI communication and established guidelines for all AI messages.

Creating the brand:
Tanggap Flu Burung



*Our hands protect
us from bird flu*

The brand *Tanggap Flu Burung* (Respond to Bird Flu) was finalized, with KOMNAS FBPI advising that all future program activities be framed around this coordinated brand, which would connect healthy behaviors, health interventions and stakeholders at all levels with unified themes and messages.

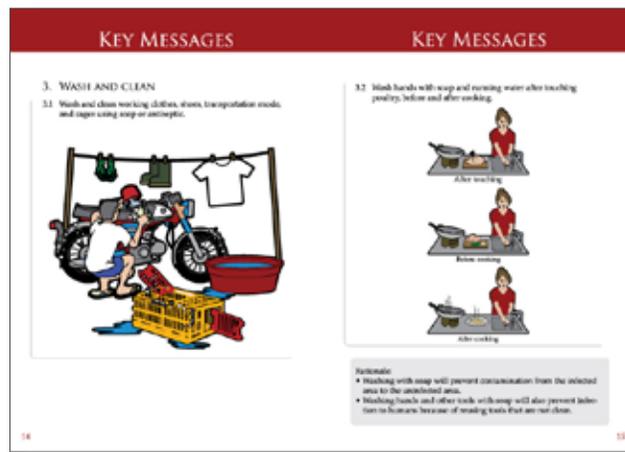
**Keeping it simple:
The red book**

The brand would be promoted both on its own, and in conjunction with the variety of AI control and prevention efforts undertaken across the country.

The logo and national key messages

The brand philosophy centers around the term “tanggap”, which is an abbreviated form of “tangan kita pencegah flu burung” in Bahasa Indonesia, and means “our hands protect us from bird flu”. The logo for the brand is a hand, which encapsulates and reinforces the branding message by reminding people that disease prevention is in our hands. The simplicity and directness of the branding meant it would be easily understood by all target audiences, which won immediate consensual approval from stakeholders.

Another critical outcome of the harmonization workshop was the development of the Guidebook on Key Messages for Bird Flu Control (“the red book”), which was developed by KOMNAS FBPI with technical assistance from the USAID-funded Community-Based Avian Influenza Control Project (CBAIC). This book, and an updated 2009 edition, serve as the national standard to ensure consistency and impact of important behavior change messages across national, central, and subdistrict levels.



Guidebook on Key Messages for Bird Flu Control (“the red book”)

Key messages address both animal-animal prevention and animal-human prevention, with special messages on what to do during an outbreak.

Using the national *Guidebook on Key Messages for Bird Flu Control* as a reference, groups working on different activities began harmonizing the messages given. Clear, consistent, technically sound messaging is critical to reduce public confusion and leverage the impact of the wide variety of AI control initiatives in Indonesia. Appropriate KOMNAS FBPI branding was also incorporated into the diverse activities, adding the stamp of government approval and credibility, and, thus, improving public perception of, and receptiveness to different AI control efforts.

The KOMNAS FBPI communication working group, comprising representatives from multi-sectoral national and international partner organizations, was created to streamline collaboration and cooperation in coordinating the messages and brand.

Clear, consistent messaging

Applying the brand throughout the country

Establishing a communication working group to synchronize branding and messaging



Using the national logo and unified messages, KOMNAS FBPI launched a new bird flu awareness kit among sub-villages in West Java.

B. PHASE II: APPLYING THE APPROACH TO HIGH-RISK GROUPS

Priority high-risk groups and messaging using an integrated communication approach

At the beginning of the fight against avian influenza in Indonesia, backyard poultry were thought to be the main source of AI transmission. Therefore, initial communication campaigns focused on key messages (detailed in the red book) directed towards backyard poultry producers, including: report poultry deaths to authorities, wash hands with soap/clean poultry cages, separate chickens and ducks, and cook poultry meat and eggs well. Specific messages for outbreaks in addition to reporting poultry deaths were to burn and bury dead birds safely, and practice good hygiene.

Messaging using a mix of media channels

Between 2007 and 2010 several mass media campaigns were developed to raise awareness of AI and to reduce the risk of AI transmission between animals and from animals to people. In 2007, KOMNAS FBPI launched a national campaign to raise public awareness about avian influenza. The *Tanggap Flu Burung* campaign used television and radio spots, billboard ads, leaflets and other media to inform Indonesians about effective steps they could take to reduce the risk of contracting the H5N1 virus.

Also in 2007, TV public service announcements (PSA) developed by the United Nations Children’s Fund (UNICEF) reached out to communities and, in particular, schoolchildren across Indonesia.



Getting the message out using a range of channels: Tanggap Flu Burung banner, stickers and DVD.

Photos from KOMNAS FBPI book

The *Tanggap Flu Burung* awareness campaign focused on engaging backyard farmers to bring avian influenza under control. It drew on a variety of communication media in an effort to reach as many people as possible, with messages designed to sharpen awareness, shape attitudes, and shift behavior. Billboards, magazine articles, and other print advertising - including informational leaflets and other signage - were produced and distributed around the country. The common theme utilized in all the materials, was that “our hands can prevent bird flu.”

Next, between 2008 and 2010, USAID-funded CBAIC developed three more AI control and risk reduction mass media campaigns that were broadcast across the country. An integrated approach was used that included TV, radio, print material, and community-level events, with each element serving to reinforce the impact of the others.

In 2008, messages focused on two key risk reduction behaviors: report (suspected AI outbreaks), and burn and bury (dead poultry). Key messages were adjusted to adapt to new information regarding AI transmission risks. In 2009 and 2010, messages focused on report and bury (dead poultry), and Aksi 100% Bersih (Actions for 100% Cleanliness) to reduce the risk of AI transmission.



This 2008 TV PSA aired during the rainy season (when a spike in poultry and human cases of AI typically occurs) and portrayed a village chief receiving a report from a community member of many chickens dying suddenly.

Children as agents of change

Over 40 percent of bird flu victims in the world are children. In 2008, UNICEF, with support from the National AI Commission (KOMNAS FBPI), and funding from Japan and Canada, developed the AI School Kit to help teachers raise awareness about the dangers of bird flu. The kit contained a variety of edutainment tools, including a cartoon that was specially developed using characters from a popular local TV series *Bajaj Bajuri and Oneng's Salon*. The program was initiated in UNICEF-supported Creative Learning Communities for Children (CLCC) schools around the country. As a result, children learned the three messages that can help prevent bird flu:

1. Do not play with sick/dead poultry
2. Always wash hands with soap
3. Report sick/dead poultry to teachers/parents

Children, being naturally eager to share new things they learn, would take these messages home to their families and communities, thus propagating AI prevention.



Photos from UNICEF AI Project book

Children enjoying the cartoon that is part of the AI School Kit that aims to teach and entertain.

C. PHASE III: ADDRESSING THE POULTRY SUPPLY-CHAIN AND PANDEMIC RESPONSE SIMULATION

AI control and prevention initiatives and efforts within Phase III cover those that focus on the poultry value chain, as well as pandemic response simulations.

In 2008, the medical journal *The Lancet* published a Government of Indonesia article that reported that the majority of Indonesian H5N1 patients had had direct contact with sick birds, or indirect exposure through elements of the poultry supply chain.

At the same time, it became clear that the number of human cases per capita was higher in urban provinces such as the greater Jakarta area than in rural provinces where there are more backyard poultry per person. These observations taken together suggested that perhaps backyard poultry was not a primary source of poultry-to-human transmission in Indonesia, and a greater source of infection might be commercial poultry. This hypothesis was given further weight by the isolation of H5N1 virus from poultry collector houses, where broilers are kept in transit on the way to market.

Focusing on the poultry supply chain



The first two years of AI control efforts in Indonesia focused heavily on backyard poultry raisers (Sector 4), then shifted to include commercial (Sector 3) farms and the entire poultry chain including consumers, using a mix of mass media and community mobilization initiatives.

An FAO and CENTRAS profiling study (see References) gives an indication of the complexity of the poultry supply chain. The essential features of this supply chain that pose particular risks for virus transmission is the combination of large-scale industrial production methods together with transportation and traditional marketing of

As knowledge of the disease evolved, so did communication efforts

live poultry. Communication efforts in Indonesia therefore shifted to include the commercial poultry supply chain.

National communication were adjusted accordingly, targeting actors in the poultry supply chain. Communication campaigns were further refined to avoid the stigma associated with avian influenza, and instead focused on good hygiene and sanitation messaging to reduce AI risk. An example is the hygiene-oriented risk reduction campaign branded Aksi 100% Bersih (Actions for 100% Cleanliness) targeting eight priority audiences: commercial (Sector 3) chicken farmers, duck farmers, backyard chicken producers (Sector 4), transporters/traders, slaughterers, market managers, live bird market vendors, and customers/consumers.

Campaign interventions included working directly with local markets (market managers, poultry slaughterers and vendors) to reduce AI transmission risks. In addition to direct interpersonal communication, risk reduction communication materials were used including flyers, posters, banners, and ballyhoo billboards. Simulations of safe (sanitary and hygienic) behavior were also incorporated into risk reduction community events.



A 2009-2010 TV PSA targeted specific audiences in the poultry chain, such as live bird market vendors and poultry farmers.

While the primary objective of the program has been disease control in birds and prevention of transmission to humans, it is equally important to prepare for the possibility that the virus might become capable of easy transmission between humans, resulting in a pandemic.

A pandemic is an escalating situation, not a one-time event

Preparing for a pandemic situation is very different from preparing for other natural disasters such as tsunamis, floods, and hurricanes. These situations, devastating as they are, are one-time events, and after the initial rescue and recovery phase, rehabilitation begins.

A pandemic, on the other hand, is an escalating situation. There is no indication of where or when an outbreak might occur, or how severe it might be. Preparedness is essential, to contain the disease in the event of an outbreak.



Pandemic preparedness field simulations were a major component of KOMNAS FBPI activities. Preceding each field simulation, KOMNAS FBPI led desktop exercises with respective provincial, district, and local officials at each location. These exercises covered a review of possible scenarios, information on pandemic influenza, and command-control and logistic preparations. Each field exercise simulated non-pharmaceutical interventions, risk communication, border control, social distancing, and command and control.

Recognizing this, Indonesia developed and field-tested a document on National Pandemic Preparedness Planning and Response (NPPRP) — the follow-on to the initial NPPP.

By the end of 2009, KOMNAS FBPI had conducted a number of pandemic response field simulations, of which the first were in 2007 in Tangerang and Serang districts of Banten province. Also of note were simulations in Manado, North Sulawesi; Batam, Riau; and Surabaya, East Java, where Indonesia's largest Marine Corps hospital is located.

As a follow-on, a command and control post was established to enhance multi-sectoral coordination and focus on encouraging the non-health sector to be more active in responding to the pandemic.

Capacity building through pandemic response field simulations

The importance of communication in pandemic preparedness

Communication is undoubtedly the most important component of any pandemic or disease control situation. Communication for pandemic preparation is very different from AI communication. When information is shared with the public, how the message is delivered becomes as important as what the message is.

It is important to assess and consider people’s possible reactions to the information beforehand, and provide the facts in a balanced and non-sensationalist manner. This is a difficult balance to achieve, because raising the alarm needlessly leads to panic reactions and eventually media fatigue, while downplaying the risks could prove dangerous.

Cartoon characters deliver AI messages

Two AI mass media campaigns developed by UNICEF and KOMNAS FBPI disseminated AI prevention and pandemic alert messages using well-known animated characters and their highly recognizable voices. Oneng, the gullible, warm-hearted wife of Bajuri, from the Bajaj Bajuri cartoon, a long-running Indonesian favorite, was the campaign “spokesperson.” Bajaj Bajuri animated TV spots, a radio mini-series, and supporting print materials comprised the campaign. Broadcast nationally, Oneng delivered AI control and prevention messages including encouraging people that have been in contact with poultry to wash their hands with soap and water.



Above and below are images from the Bajaj Bajuri animated AI control and prevention public service announcements.



The Bajaj Bajuri radio mini-series storyline was a mix of comedy and drama, and described how the Bajuri family made it through a deadly flu pandemic. Each radio episode highlighted key health messages, known as ‘Flu-Wise’ and ‘Flu-Care.’ Messages explained what to do to prevent the flu, and how to care for yourself or a loved one if sick with the flu. The series aired on over 100 radio stations across the country.

During this phase, KOMNAS FBPI and its partners expanded communication initiatives to include the use of website, blogging and RSS feeds.

Various channels in communication

Interactive DVD

A Tanggap Flu Burung DVD with in-depth information, videos, and self-help quizzes provided understanding on how people can protect and care for themselves, their communities, and their families.

“Hygiene bags” to raise pandemic awareness

KOMNAS FBPI launched a series of events to raise awareness about pandemics and inform people how to protect themselves and their families.



© UNICEF Indonesia/2009/ Yukezain

University students helped to hand out mini “hygiene bags” containing flu prevention messages, tissues and liquid hand sanitizer during Ramadan, when thousands of Indonesians travel home to their families.

Media training workshops

Two-day media training workshops, funded by FAO/USAID, have been held in nearly all the provinces, where KOMNAS FBPI personnel were invited as resource persons, to communicate the risks of AI.

Cooperation with private sector and migrant camps

The International Labor Organization and the International Organization for Migration approached KOMNAS FBPI to conduct AI prevention socialization at industrial parks (kawasan industri) and migrant camps, addressing large numbers of people.

Collaboration with TV and radio stations

Messages about the risks of AI were also communicated in collaboration with TV and radio stations, both national and provincial, and through newspapers, magazines and other print media. These were generally initiated either by partners, or by the national and local media themselves, thus further extending the reach of important risk communication messages.

Various channels in communication

Community events and local outreach

Community events targeting local communities at provincial and district level addressed village heads, housewives and the community at large, to provide information on AI, risks and prevention methods.

Doctor training and pandemic preparedness videos

Videos produced by KOMNAS include one on doctor training on AI, and pandemic response preparedness for distribution to relevant personnel in provincial and local governments.

KOMNAS FBPI website and blog

In an effort to provide updated information on a real-time basis, a website was created by KOMNAS FBPI, ensuring an accurate and current source of information on AI. The blog provided a platform for discussion among the online community.

KOMNAS FBPI media center

The high turnover of journalists makes it important to provide regular reminders and basic information updates on the dangers of bird flu to the press corps. A comprehensive media center was established, to provide a central information resource for AI.

KOMNAS publication highlights

- General handbook of avian influenza control and management program.*
- Strategy and national action plan to manage avian influenza in wild birds of Indonesia.*
- Monitoring guidelines of avian influenza in water birds and poultry (accompanied by information materials for public health).*

ELEMENTS OF SUCCESS

What contributed to the successful implementation of KOMNAS FBPI's mandate? Lessons learned throughout the process proved invaluable, and have already been documented in the previous KOMNAS FBPI publication, *AI Prevention and Control: The Indonesian Experience*.

The primary KOMNAS FBPI focus from 2006 to 2010 has been to implement initiatives across sectors to best keep up with a changing disease situation, and identify effective new approaches to prevent the spread of the bird flu virus from a communication-based context. As a result, communication efforts constantly evolved. Here, we present what worked, and why it has been crucial to the success of AI control efforts in Indonesia.

A. CONNECTING THE DOTS: COORDINATION AND HARMONIZATION

■ Leveraging coordination and impact among government bodies, donors and NGOs

KOMNAS FBPI's long-standing working relationship with the international donor community is at the heart of Indonesia's ongoing avian influenza communication process, and forms an integral part of achieving the strategic national objectives and supporting the planning and implementation of program objectives.

When large numbers of stakeholders are involved, regular coordination meetings are critical, in order to ensure that collaborative efforts are effective. Involving all players in the planning stages and keeping them informed of developments allows for combining resources and efforts for greater impact, while reducing the chances of contradictory initiatives or duplication. Above all, consistent and dedicated government leadership is central to smooth coordination.

■ Message harmonization

If a national health communication program is to succeed, it needs to deliver clear messages within a credible, coordinated campaign that is comprehensive and easily recognizable. Developing a national brand for avian influenza communication and ensuring message harmonization across all communication channels, for all

stakeholders, was essential in order to effect behavior change. The national communication working group continues to ensure message harmonization on an ongoing basis.

■ **Building bridges between ministries**

While complete consensus may not always be possible, interaction across ministries brings greater understanding of common objectives, and the challenges involved in implementing them. More importantly, interaction helps develop and strengthen personal and professional ties that would facilitate communication in crises.

■ **Communication across sectors**

Addressing a public health emergency requires strong communication between national and local government, non-governmental organizations, donors, the private sector, and the community at large. Cross-sectoral communication between multi-disciplinary teams is the only way forward, if all aspects of preparedness are to be adequately covered.

■ **Guidebook on Key Messages for Bird Flu Control (“the red book”)**

The red book, with all the key avian influenza control messages arrived at through stakeholder collaboration, emerged from the KOMNAS FBPI message harmonization workshop held in January 2007. All existing communication materials were reviewed and the results were presented at the workshop to a group comprising representatives of all the entities working on avian influenza in Indonesia. Although messages had been previously going in somewhat divergent directions, a consensus was reached on key messages. As the national standard, the red book and the updated 2009 edition have become an invaluable resource in ensuring the consistency of important behavior change messages at all levels throughout the country. The red book needs to be reviewed periodically, in order to ensure all elements continue to be relevant to the prevailing conditions.

■ **Consensus among major stakeholders**

Consensus building between partners and stakeholders is crucial to the success of any national program. Without buy-in from all concerned players, the avian influenza communication efforts in Indonesia would have failed. Gaining consensus over national branding and key messages helped move communication initiatives forward with greater momentum.

B. WHO ARE WE TALKING TO AND WHAT ARE WE SAYING: CLARITY ON AUDIENCES AND TARGETED MESSAGES

■ Re-evaluating target audiences and priority behaviors

Once the commercial poultry supply chain was established as the primary target for the control of virus transmission, the complex procedure of identifying the audiences and behaviors to target was begun.

The first step was the prioritization of transmission risks by a small group of highly informed technical specialists, comprising researchers and epidemiologists from both the veterinary and human health fields.

Communication experts then translated the list of transmission risks into key messages for the different target audiences and field-tested them for feasibility. The end result was an optimum blend of efficacy and feasibility.

The priority target audiences were the eight groups mentioned earlier: commercial chicken farmers, duck farmers, backyard chicken producers, transporters/traders, slaughterers, market managers, live bird market vendors, and ultimately, consumers. The messages focused on appropriate behaviors to reduce disease transmission for each target audience. For example, for the commercial broiler chicken producer, the priority messages included limiting access to the farm, and not marketing sick chickens.

C. THE MEDIUM AND THE MESSAGE: CHOOSING THE RIGHT MIX OF COMMUNICATION CHANNELS

■ Channel selection

The message may be perfect, but if it does not reach the relevant target audience, it can have no impact. Media channel selection that is target audience focused is equally as important as the message itself.

To propagate the AI core messages, multiple channels were brought into play: TV, radio, community events, print materials, interpersonal communication and community empowerment. National coverage with prime time TV spots was supported by local radio reinforcing the same messages.

In areas of particular risk in western Java, community mobilization and community events went deeper into the messages to be transmitted. Avian influenza teams were formed at the village level involving village leaders as well as those in a pivotal role, such as market managers.



Games and simulations, as several channels to deliver deeper messages in an entertaining way

D. BREAKING NEWS: STRENGTHENING MEDIA RELATIONS

■ Media matters!

Having the media on board is essential when dealing with emergency situations. Media professionals have content to write and deadlines to meet. Understanding the media's needs, providing regular access to government spokesmen, and distributing information will ensure coverage that is accurate, consistent and timely. Press releases and press conferences are an effective and immediate way to ensure that the right emergency information gets to the media. Remember, though, that press conferences and interviews are best left to strong spokespersons with a good grip on the existing situation and well versed in the latest developments, who are equipped to accurately answer the questions the media will inevitably ask.

Building strong bonds with journalists and reporters by providing them with accurate information on relevant issues serves both the media corp and stakeholders, while ultimately empowering the public with advice that does not create panic or victimize.



Building strong bonds with journalists and reporters to ensure accurate, consistent and timely coverage

■ The importance of an online presence

In this online era, there is a need to make critical information electronically accessible to both partners and the public, nationally and internationally.

Providing an important resource for Indonesia's growing online community, KOMNAS FBPI had made available answers to frequently-asked-questions (FAQ) about the disease, links to evidence-based international websites including WHO and FAO, and specific contact information for Indonesia's referral hospitals through KOMNAS FBPI's first bilingual avian influenza web portal.

MOVING FORWARD: FROM AI TO OTHER ZOOONOTIC DISEASES

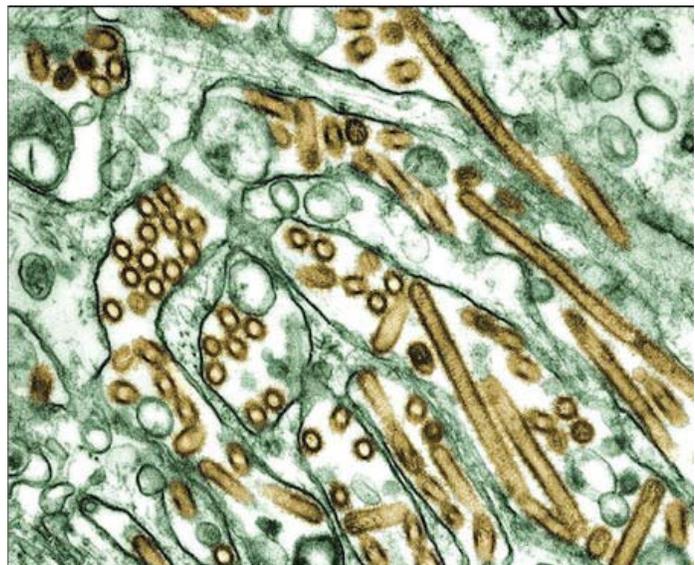
On our planet, humans, animals, and ecosystems are interdependent. Ours is a borderless world, and in this era of extreme globalization, viruses have become global travelers, too.

The threat of zoonotic diseases is a reality, as is evidenced by outbreaks of SARS and HPAI. Other emerging infectious diseases are likely to appear on a regular basis with unpredictable consequences, with the potential to cause epidemics and pandemics, and economic hardship.

We must build on the Manhattan Principles of *One World, One Health* to address these new health challenges. Our approach should be an integrated one, bringing together human, domestic animal, and wildlife health. We should be expansive and inclusive in our thinking of zoonotic diseases, understanding and preparing for the breadth of possibilities. Finally, we must continue to strengthen pandemic preparedness and response, learn from our experience with H1N1 and continue to build our capacity in this area.

Underlying our success will be the power of communication. Its importance cannot be overstated. Clear and concise communication can reduce panic and anxiety, and targeted communication will ensure that messages and calls to action reach intended recipients. An integrated approach using multiple channels of communication - broadcast,

Viruses do not respect national boundaries; global coalitions and partnerships are needed to fight them.



print, and interactive – provides powerful support for national and local disease control efforts. An integrated communication approach can reinforce needed behavior change, and improve understanding among diverse stakeholders to strengthen the response to zoonotic diseases.

As stated by *One World, One Health*, “The earnestness and effectiveness of humankind’s environmental stewardship and our future health have never been more clearly linked. To win the disease battles of the 21st Century while ensuring the biological integrity of the earth for future generations requires interdisciplinary and cross-sectoral approaches to disease prevention, surveillance, monitoring, control and mitigation as well as to environmental conservation more broadly.”

Our challenges require global solutions, because it is beyond the resources and capacity of any one country to prevent or be completely prepared for the diseases of the future. Viruses do not respect national boundaries; global coalitions and partnerships must be formed to fight them.

REFERENCES

- ¹ World Health Organization. Cumulative Number of Confirmed Human Cases of Avian Influenza A/(H5N1) Reported to WHO. 17 February 2010. <www.who.int/csr/disease/avian_influenza/country/cases_table_2010_02_17/en/index.html>
- ² Kandun, N., et al. Factors associated with case fatality of human H5N1 virus infections in Indonesia: a case series. *The Lancet*. 15 August 2008.
- ³ Government of Indonesia. National Strategic Plan for Avian and Pandemic Influenza Preparedness 2006-2008. Page 29.
- ⁴ Bogor Agricultural University (CENTRAS) and FAO. Poultry Value Chain Study and Avian Influenza Risk Assessment in Jakarta and Surrounding Area. August 2008. Page 24.

Annexes



Examples of Indonesian AI Communication
Materials and Activities

TANGGAP FLU BURUNG

Tangan kita pencegah flu burung



SUMMARY OF MESSAGES

MAIN MESSAGE	TO PREVENT TRANSMISSION AMONG POULTRY	TO PREVENT TRANSMISSION FROM ANIMAL TO HUMAN
REPORT	Immediately report to your RT/RW (neighborhood unit)/ Head of Village/Veterinary Officer if you find sick or suddenly dead poultry without showing any symptoms	Immediately report and have a provider examine you at a Puskesmas/ hospital if there are flu symptoms and fever over 38°C after having contact with poultry
SEPARATE	<ul style="list-style-type: none"> Separate cages for chickens and ducks Separate new and old stock of chicken or duck for 2-3 weeks 	Move chicken/duck cages out of the residential area.
CLEAN	Wash hands with soap after touching poultry. Wash and clean working clothes, shoes, transportation mode, and cages using soap or disinfectant	Wash hands with soap and running water after touching poultry, also before and after cooking
COOK WELL		Cook poultry meat and egg well done

Tanggap Flu Burung (*Respond to Bird Flu*) was the consensus national brand developed as a result of the January 2007 avian influenza message harmonization workshop led by KOMNAS FBPI. Also developed was the national Guidebook on Key Messages for AI Control, known as the red book, which, along with an updated 2009 edition, serve as the national standard for AI messaging in Indonesia. A sample page is shown that summarizes several key messages to control and prevent the transmission of AI among poultry, and from poultry to people.



Photo from UNICEF AI Project book

One of the first avian influenza communication materials to carry the national brand was the KOMNAS FBPI/UNICEF “AI hand” flyer, which detailed four national key messages including to prevent contracting deadly H5N1 avian influenza:

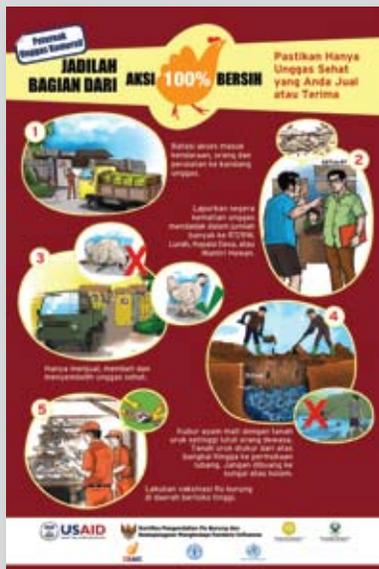
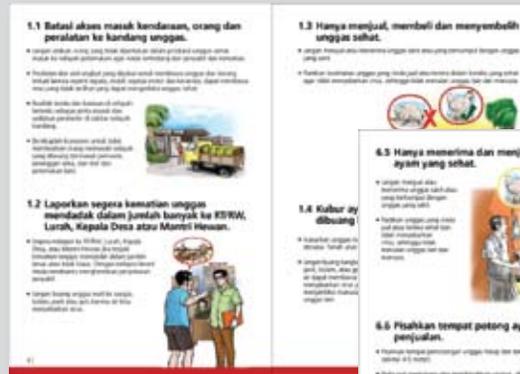
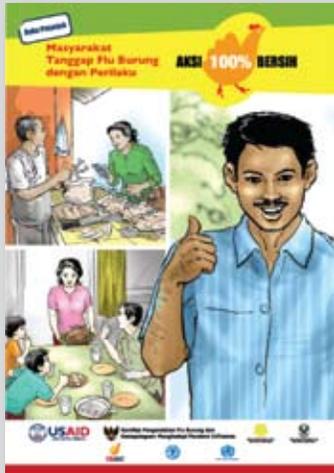
- 1. Do not touch sick or dying birds; if you do, immediately wash your hands and report to local authorities.*
- 2. Wash your hands and utensils with soap and water before you eat or cook. Cook all poultry and eggs well.*
- 3. Separate your birds and separate all new flocks for two weeks.*
- 4. Go immediately to a health clinic if you have a fever with flu-like symptoms and have had contact with birds.*

In the photograph, schoolchildren show their enthusiasm for AI prevention by waving about the “AI hand,” which reminds people “Our hands protect us from bird flu.”



Shown here are a couple of examples of communication campaigns that utilized broadcast media to disseminate AI risk reduction messages to an audience of millions. Most Indonesians watch television or listen to the radio. Therefore, TV and radio were an important component of integrated AI communication strategies. Campaigns utilized multiple communication channels (broadcast, print, interpersonal), which reinforced key campaign messages.

Both upper photos, and the lower left photo show the filming of AI TV public service announcements that portrayed appropriate AI outbreak response at the village level. The lower right photograph shows an informational AI radio talkshow in progress. Community members reported that they appreciated the opportunity to talk to, and hear their local health and animal health officials answer questions about AI and ways to reduce the risks of AI transmission.



A wide variety of print media have been used in communication initiatives in Indonesia. Shown here are a few of the materials produced as part of the Actions for 100% Cleanliness (Aksi 100% Bersih) campaign, which focused on hygiene and sanitation to reduce AI transmission. At the upper right is an updated edition of a USAID-CBAIC guidebook used at the community-level, which details specific transmission risks and ways to reduce or eliminate those risks. Sample pages are shown at the upper right. Also part of the campaign, a poster was produced to reduce AI risk for commercial poultry producers (middle, left). In addition, ballyhoo billboards (bottom, left), and banners (bottom, right) were produced and displayed at strategic locations to reduce AI risk in the poultry value chain.





As part of the Actions for 100% Cleanliness (Aksi 100% Bersih) campaign, educational-entertaining variety shows were held in high-risk villages to reinforce broadcast and print media at the community level. Events included educational games, music performances, supportive speeches by local leaders, appearances by a popular Indonesian celebrity, and a "safe behaviors" demonstration with the participation of community members.



Interpersonal communication is an important part of any event, from community get-togethers (top), to scouting festivals (middle), to classroom activities (bottom). Direct dialogue with a local leader, official, teacher, or religious leader is one of the best ways to reinforce key behaviors disseminated in print materials or broadcast media.

Photo from UNICEF AI Project book



Games and contests are useful ways to motivate people to pay attention to key messages. A 2007 non-traditional communication initiative disseminated key AI risk reduction messages via bus seat covers that included an interactive SMS (text message) quiz (top, left and right). When participants answered the quiz correctly via text message, they were entered into a prize drawing. In 2009, fun AI risk reduction games (bottom, left and right) were incorporated into community events to encourage message retention.



Beginning in December 2007, KOMNAS FBPI launched a series of pandemic response simulation activities, which were coordinated with provincial and local government officials and agencies in a number of AI high-risk areas across Indonesia. In preparation for each simulation, KOMNAS FBPI led desktop exercises with respective provincial, district, and local officials at each location. Desktop exercises covered a review of possible disease outbreak scenarios, general information on pandemic influenza, and command-control and logistic issues. Each field exercise simulated non-pharmaceutical interventions, risk communications, border control, social distancing, and command and control. In particular, KOMNAS FBPI led simulations in Sumatra, Java, and Sulawesi (top left), and supported a Bali simulation (top, right; and bottom).

