

COMMUNICATION FOR DEVELOPMENT

Strengthening the effectiveness of the United Nations



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Food and Agriculture Organization of the United Nations

International Labour Organization

Joint United Nations Programme on HIV/AIDS

United Nations Children's Fund

United Nations Development Programme

United Nations Educational, Scientific and Cultural Organization

World Health Organization

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ACRONYMS

BCC	Behaviour Change Communication
C4D	Communication for Development
CCA	Common Country Assessment
CDAC	Communications for Disaster Affected Communities
CEB	United Nations System Chief Executives Board for Coordination
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CMCs	Community Media Centres
CRC	Convention on the Rights of the Child
CFSC	Communication for Social Change
CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil Society Organization
ECOSOC	United Nations Economic and Social Council
EFA	Education for All
FAO	Food and Agriculture Organization of the United Nations
GIPA	Greater involvement of people living with or affected by HIV/AIDS
HRBA	Human Rights-Based Approach
ICTs	Information and Communication Technologies
IEC	Information, Education and Communication
ILO	International Labour Organization
IPDC	International Programme for the Development of Communication
MDGs	Millennium Development Goals
MD	Millennium Declaration
MDI	Media Development Indicator
OCHA	Office for the Coordination of Humanitarian Affairs
OGC	Oslo Governance Centre
OHCHR	Office of the High Commissioner for Human Rights
SC	Strategic Communication
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCDF	United Nations Capital Development Fund
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNGASS	United Nations General Assembly Special Session on HIV/AIDS
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHO	World Health Organization

FOREWORD

Communication for Development: Strengthening the effectiveness of the United Nations

The international community, including United Nations organizations, has recognized the importance of meeting the information and communication needs of marginalized and vulnerable people. It has understood the role that communication can play in empowering people to influence the decisions that affect their lives.

Communication for Development (C4D) is one of the most important ways to expand access to these new opportunities. More than just a strategy, C4D is a social process that promotes dialogue between communities and decision makers at local, national and regional levels. Its goal is to promote, develop and implement policies and programmes that enhance the quality of life for all.

Since 1988, the biannual United Nations Inter-Agency Round Table on Communication for Development has been the primary platform for United Nations agencies and other organizations to exchange ideas and strategies on harnessing communication to achieve more equitable and sustainable development. In 2009, at the 11th such round table in Washington, DC, participants agreed on the need for a document that would examine the different C4D approaches used by various United Nations organizations.

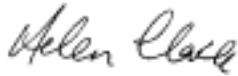
This publication outlines the C4D approaches that are used by these organizations. It illustrates how UN agencies, programmes, and funds integrate and promote C4D through their work.

It calls for the further incorporation of C4D approaches into programme-planning instruments as well as the allocation of resources to strengthen communication and information as an essential tool for making development ‘people-centric.’

We hope this publication will be used by senior managers and programme staff of United Nations agencies and funds and that it will encourage fuller cooperation among United Nations organizations around C4D at all levels.

The document may also serve as an advocacy tool. It may be useful when urging donors, national partners, development organizations and civil society organizations, including community-based groups, to support and adopt C4D approaches.

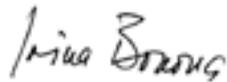
We sincerely hope that this publication helps to advance Communication for Development in promoting the dignity and quality of life of people everywhere.



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ABSTRACT

Communication for Development (C4D) makes a difference to human development. C4D prioritizes communication systems and processes that enable people to deliberate and speak out on issues important to their own well-being. Its role in empowerment processes helps distinguish Communication for Development from other forms of communication, for example, corporate and internal communications, and makes it an essential part of programmes aimed at achieving the Millennium Development Goals (MDGs) and other development priorities in an equitable and sustainable manner.

Part one of this publication reflects on Communication for Development within United Nations organizations. The publication begins by outlining four interlinked C4D approaches used by United Nations organizations: (i) behaviour change communication; (ii) communication for social change; (iii) communication for advocacy; and (iv) strengthening an enabling media and communications environment. The section shows how C4D helps to reinforce many of the core principles that underpin the common United Nations approach to development at the country level, including adherence to a human rights-based approach, national ownership, gender equality and development effectiveness. It goes on to provide a snapshot of the diversity of C4D application across selected United Nations organizations. Finally, the section illustrates how the collaboration of United Nations organizations on a range of C4D issues supports the 'One UN' agenda at global and national levels.

Part two provides an in-depth exploration of Communication for Development efforts within seven United Nations agencies, programmes and funds: FAO, ILO, UNAIDS, UNDP, UNESCO, UNICEF and WHO. Each organization's section provides an overview of how Communication for Development approaches help to achieve the organization's mandate and objectives, while also highlighting the role of C4D in promoting the core tenets of rights, equality and equity. The overview is followed by case studies that demonstrate C4D in practice either as part of a larger project or as a 'stand alone' project contributing to the strategic objectives of the organization as well as of the partner governments. The case studies showcase the relevance of C4D approaches in a wide range of sectors in which United Nations organizations work. C4D approaches are shown to be useful in everything from promoting media pluralism to strengthening the participation of marginalized and vulnerable people in decision-making processes. They can also be used to address child health issues, empower adolescents, improve livelihoods and even fight epidemics.

INTRODUCTION

Understanding Communication for Development (C4D)

Communication is vital for human development. Communication processes are central to broader empowerment practices through which people are able to arrive at their own understanding of issues, to consider and discuss ideas, to negotiate, and to engage in public debates at community and national levels. It is the role of Communication for Development in empowerment processes that helps distinguish C4D from other forms of communication. The empowerment-related role of C4D makes it a vital element in programming efforts aimed at achieving the Millennium Development Goals and other development priorities.

In 1997, through Article 6 of General Assembly Resolution 51/172, the United Nations adopted the following formal definition of Communication for Development:

Communication for development stresses the need to support two-way communication systems that enable dialogue and that allow communities to speak out, express their aspirations and concerns and participate in the decisions that relate to their development.¹

Since then, other definitions of C4D have been advanced that reflect increased understanding of the role of C4D in development processes. In 2006, the Rome Consensus from the World Congress on Communication for Development² defined Communication for Development as:

...a social process based on dialogue using a broad range of tools and methods. It is also about seeking change at different levels, including listening, building trust, sharing knowledge and skills, building policies, debating and learning for sustained and meaningful change. It is not public relations or corporate communications.

Distinguishing communication types

For many people working within the United Nations and other development agencies, the term communication is traditionally associated with either boosting an institutional profile or facilitating information flows within an organization. There is therefore a need to highlight the distinction between C4D and corporate and internal communications. Corporate communication contributes to building organizational coherence and identity. It is mainly concerned with communicating the mission and activities of an organization and with ensuring that the organization uses a consistent 'voice' when communicating with the public. Corporate communication also uses mass media to create awareness on development issues and in many cases, contributes to ensuring successful fund-raising for the agency.³ Internal communication is used to facilitate the flow of information within an organization or project. It plays an important role in ensuring that information sharing across the organization takes place in a timely and effective way. It also helps promote synergies and to avoid duplication.

Each type of communication can involve the application of one or more communication interventions such as capacity development, information dissemination, community mobilization or marketing.⁴ Each type of communication usually requires different kinds of knowledge and different skill sets.

Tracing the evolution of Communication for Development

C4D has its roots in Modernization theory – the development thinking and practice that rose to dominance in the post-Second World War era.⁵ The prevailing wisdom at the time was that traditional practices in developing countries should be replaced, or at the very least complemented and ‘progress’ achieved through external inputs.⁶ The mass media were seen as having the potential to act as key agents of change by “blowing the winds of modernization into isolated traditional communities and replacing the structures of life, values and behaviours with one seen in modern Western Societies”.⁷ Mass media were viewed as ideal vehicles for transferring new ideas and practices from the developed to the developing world and from urban to rural areas.⁸ There was a strong belief among policy makers that communication through mass media (in which information is transmitted in a linear,⁹ essentially top-down, fashion from one point to several others) could change people’s views and attitudes.¹⁰ Mass media were also the source for the ‘diffusion’ of ideas and innovative practices through influential channels to different audiences at local level.

By the 1970s, voices of dissent were increasingly raised against the human problems associated with the modernization model. In Latin America, this dissent sparked the genesis of the Dependency theory, which conceptualized the world as an industrialized core, represented by relatively few rich countries, and an underdeveloped periphery comprising many poor countries.¹¹ Under this theory, the colonialist and capitalist ‘core’ was perceived as developing at the cost of former colonies, whose main role was to supply raw materials and cheap labour to richer countries, making it impossible for the latter to ‘catch up’.¹² By the 1970s, the theory had taken hold in many countries in Africa, Asia and Latin America. While proponents of Dependency theory lobbied for a more balanced flow of information at the international level, there is scant indication that they lobbied for more horizontal forms of communication within countries. Rather, States tended to perpetuate the top-down use of mass media and did not adequately appreciate the potential of private or community media.¹³

By the late 1970s, it was abundantly clear that members of the public were not passive recipients of information, and that media alone could not change people’s mindsets and behaviours. At this time, the ‘Another Development’ perspective began to influence communication thinking and practice.¹⁴ Its proponents argued that, as it was within communities that the reality of development was experienced, community participation in the design and implementation of development programmes was essential.¹⁵ Alternative communication systems and media practices were therefore regarded as an important means for local people to engage in development activities, and Communication for Development came to be understood as a two-way process in which communities could participate as key agents in their own development.¹⁶ By the late 1980s the notion of participatory development, particularly participatory rural appraisal, in which poor communities are directly engaged in defining their own problems and solutions, had gained considerable traction within many development organizations, especially non-governmental organizations (NGOs).¹⁷ Since then, increased priority has been given to horizontal, multi-directional communication methods that utilize a mix of channels and emphasize the importance of dialogue in facilitating trust and mutual understanding, amplify the voice of poor people and enable them to identify ways of overcoming problems in order to improve their own well-being.

In the first decade of the 21st century, the discussion continues. Some development actors believe that Communication for Development should facilitate shifts in power relations and contribute to positive social transformation led by those most affected by development policies. Others argue that people living in poverty cannot necessarily determine the outcome of policy processes, but can only inform decisions that are the province of policy makers advised by technocrats. This latter perspective, which leaves insufficient room for broader engagement in policy advocacy, remains a concern. A consensus perspective argues in favour of a holistic, ‘diagonal’ approach that harnesses vertical as well as horizontal communication to inform decision-making at national and local levels.¹⁸

An enabling environment is therefore a prerequisite for effective Communication for Development planning and implementation and includes legal and regulatory systems that protect freedom of expression, enhance access to information for the poor, promote the public's right to official information, and facilitate non-discriminatory licensing of community radio as well as free and pluralist media systems that foster high-quality public interest media at national and local levels.

Notes

- ¹ United Nations General Assembly Resolution: 51/172. Available at <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N97/765/67/PDF/N9776567.pdf?OpenElement>.
- ² *World Congress on Communication for Development: Lessons, Challenges and the Way Forward*, World Bank, Washington DC, 2007.
- ³ Mefalopulos, Paolo, *Development Communication Sourcebook: Broadening the Boundaries of Communication*, World Bank, Washington, D.C., 2008.
- ⁴ *Development Communication Sourcebook: Broadening the Boundaries of Communication*, p. 3-5.
- ⁵ The Modernization model, in which development is viewed as modernization, dominated development thinking until the 1970s. In *Communicating for Development: Human Change for Survival* (1998), Colin Fraser and Sonia Restrepo-Estrada point out that more than two decades after the problems of the modernization approach became evident, there remain instances in which project design is essentially top-down, based on assumptions about behaviour rather than on communication and participation.
- ⁶ Fraser, C. and S. Restrepo-Estrada, *Communicating for Development: Human Change for Survival*, I.B. Taurus Publishers, London and New York, 1998.
- ⁷ Melkote, Srinivas and H.L. Steeves, *Communication for Development in the Third World: Theory and Practice for Empowerment*, Sage Publications, New Delhi, 2001, p. 144.
- ⁸ Ibid.
- ⁹ Mefalopulos (2008) p.46 cites Berlo's communication model (1960), which shows the linear flow of information from a central point to many receivers as Source-Message-Channel-Receiver (SMCRs).
- ¹⁰ *Development Communication Sourcebook: Broadening the Boundaries of Communication*, p. 46.
- ¹¹ UNESCO, 'Towards a Common UN System Approach: The Role of Communication for Development in Achieving the MDGs', UNESCO background paper for 10th Inter-Agency Round Table on Communication for Development Round Table, published in *Towards a Common UN System Approach: Harnessing Communication to Achieve the Millennium Development Goals*, UNESCO/UNDP, Paris, 2007, p. 16.
- ¹² *Development Communication Sourcebook: Broadening the Boundaries of Communication*, p. 46.
- ¹³ Ibid.
- ¹⁴ Everett Rogers outlined 'Another Perspective' paradigm in response to the perceived shortcomings of earlier development theories.
- ¹⁵ UNESCO, 'Towards a Common UN System Approach: The Role of Communication for Development in Achieving the MDGs' 2007, p. 17.
- ¹⁶ Ibid.
- ¹⁷ In *Development Communication Sourcebook: Broadening the Boundaries of Communication*, Mefalopulos refers to Chambers' seminal work in promoting participatory techniques involving some of the poorest people in rural communities. p. 53.
- ¹⁸ UNESCO, 'Towards a Common UN System Approach: The Role of Communication for Development in Achieving the MDGs' 2007, p. 19.

PART ONE

Communication for Development within the United Nations



C4D

in the UN

1. Communication for Development approaches within the United Nations

United Nations organizations currently identify four main ‘strands’ within the C4D landscape:¹ (i) behaviour change communication; (ii) communication for social change; (iii) advocacy communication; and (iv) strengthening an enabling media and communication environment. They also recognize that there is a significant crossover among these approaches.

1.1 Behaviour Change Communication (BCC)

Behaviour Change Communication (BCC) is an “interactive process for developing messages and approaches using a mix of communication channels in order to encourage and sustain positive and appropriate behaviours”². This is probably the best-known approach, as it has been used widely in development programmes since the 1950s. BCC envisages social change and individual change as two sides of the same coin. It has evolved from information, education and communication (IEC) programmes to promote more tailored messages, greater dialogue and increased ownership together with a focus on aiming for, and achieving health-enhancing results.³ BCC is regarded as an essential element of many health-related programmes, particularly HIV/AIDS programmes.

Since the 1990s, increasingly comprehensive communication strategies including community mobilization, client-centred counselling and social network interventions have been used to effect behaviour change. Recognizing that individual behaviour is shaped by social, cultural, economic and political contexts, these strategies may incorporate peer education, social marketing, entertainment education, public policy and media advocacy, personal and community empowerment, and public relations. This evolution has led to some organizations adopting the more encompassing term of Strategic Communication (SC).⁴ Some commentators point out that a central aspect of the relationship between communication and behaviour is ‘ideation’ – the spread of new ways of thinking through communication and social interaction in local, culturally-defined communities.⁵

1.2. Communication for Social Change (CFSC)

Communication for Social Change (CFSC) emphasizes the notion of dialogue as central to development and the need to facilitate poor people’s participation and empowerment. CFSC uses participatory approaches. It stresses the importance of horizontal communication, the role of people as agents of change, and the need for negotiating skills and partnerships.⁶ CFSC focuses on dialogue processes through which people can overcome obstacles and identify ways to help them achieve the goals they set for themselves. Through these processes of public and private dialogue, all members of civil society – women, men and children – define who they are, what they want and need and what has to be changed for them to have a better life. A CFSC approach focuses on moving towards collective community action and long-term social change and away from individual behaviours. CFSC is guided by principles of tolerance, self-determination, equity, social justice and active participation. Elements of the CFSC process include catalyst, community problem recognition, community dialogue, planning and collective action.⁷ An internal or external catalyst results in the identification of the problem and community dialogue. Ideally, this leads to collective action that can result in individual or social change, or both – and both are needed if there is to be long-term sustained societal impact.⁸

Thinking on CFSC continues to evolve, and in some United Nations organizations there is recognition that successful programme initiatives can merge community dialogue processes with mass media approaches and other forms of informational and motivational communication and advocacy.⁹ Since health and development behaviour is socially embedded, inclusive C4D strategies use a range of approaches to catalyse both individual and social change.

1.3. Communication for advocacy

Advocacy communication involves organized actions aimed at influencing the political climate, policy and programme decisions, public perceptions of social norms, funding decisions and community support and empowerment regarding specific issues. It is a means of seeking change in governance, power relations, social relations, attitudes and even institutional functioning. Through ongoing advocacy processes, which should be built into an overall C4D strategy, policy makers and political and social leaders at all levels are influenced to create and sustain enabling policy and legislative environments and to allocate resources equitably.

1.4. Strengthening an enabling media and communication environment

This approach emphasizes that strengthening communication capacities, including professional and institutional infrastructure, is necessary to enable: (i) a free, independent and pluralist media that serves the public interest; (ii) broad public access to a variety of communication media and channels, including community media; (iii) a non-discriminating regulatory environment for the broadcasting sector; (iv) media accountability systems; and (v) freedom of expression in which all groups are able to voice opinion and participate in development debates and decision-making processes.

2. Communication for Development: Reinforcing core United Nations principles

Although it has yet to be formally integrated into the official strategic planning instruments of the United Nations, including the Common Country Assessment (CCA) and the United National Development Assistance Framework (UNDAF), C4D resonates with and reinforces many of the inter-related principles that govern the common approach of the United Nations to development at the country level.¹⁰

2.1. C4D and a Human Rights-Based Approach (HRBA) to development

The Human Rights-Based Approach (HRBA) to development identifies rights holders (individuals and groups with valid claims) and duty bearers (state and non-state entities with corresponding obligations) and focuses on strengthening both the ability of rights holders to make claims and achieve their entitlements and of duty bearers to meet their obligations. C4D is consistent with and rooted in the HRBA approach to development that must guide all United Nations programming at country level. C4D approaches prioritize the information and communication needs and interests of the poor and uses a variety of channels to enable disadvantaged people – men and women, young and old – understand and participate in the process by which they can realize their rights. The use of the full range of new and traditional media¹¹ as well as face-to-face discussions is all part of a rights-based approach to C4D. Community media in particular provide a platform for people's voices and offer opportunities for informed participation of marginalized groups in the development discourse.

C4D approaches also strengthen efforts to realize rights to opinion and expression, and to information as enshrined in Article 19 of the Universal Declaration of Human Rights and in the International Covenant on Civil and Political Rights. Many academics regard the information rights as another category of citizen rights that enable people to function as active citizens, and assert that they are equal in significance and value to civil, political, economic and social rights:

... the information rights are most of all an element of citizenship. They concern first and foremost the social functioning of citizens, not only in relation to the public authorities, but also in their mutual relations and their relations with private legal entities. Information rights should be part of the civil rights chapter of the constitutions, together with the other individual rights.¹²

Through a C4D lens, 'rights holders' can be seen as citizens making claims on government and other state bodies for accessible and understandable information on issues that shape their lives, and for opportunities to voice opinions and have those views heard and taken into account in policy making. 'Duty bearers' are state actors responsible for ensuring an enabling legislative and regulatory environment for community and public interest media; for supplying relevant; up-to-date and diverse information; and for responding to public opinion.¹³

2.2. C4D and capacity development for national ownership

Capacity development is regarded as the core contribution of the United Nations Country Team (UNCT) and is seen as a prerequisite for achieving national ownership. C4D approaches are powerful agents in support of this priority. The UNDAF guidelines call for the breaking of capacity development into tangible and manageable components.¹⁴ These components include access to information, inclusion, participation, equity and empowerment and lie at the core of C4D, which views the local context as the primary determinant of capacity-development

initiatives. C4D approaches play a central role in creating the preconditions that are necessary for people to be able to speak out on issues and to participate in developing solutions to problems that concern them. To that end, these approaches identify and address the specific capacity requirements that people need to access, understand and gain confidence to act on information. They also include capacity-building measures for staff in government agencies and other organizations, including the media and civil society organizations, charged with supplying and serving as an intermediaries in the flow of information.

2.3. C4D and gender equality

Eliminating all forms of discrimination against women and achieving gender equality are central elements of the HRBA and are prioritized by UNCTs. A range of communication initiatives are being harnessed to support this objective, such as advocating for legal and constitutional changes and using dialogue as a tool for changing social and cultural attitudes to remove barriers to women's participation in wider society. Programme specialists work with governments and civil society to create opportunities for women to gain skills and confidence to lobby for change, to promote the case for equality and to stimulate collective action to overcome prejudice and inequity.¹⁵ The media can challenge perceptions, expectations and assumptions about gender roles, thereby making an important contribution in this critical development dimension.

2.4. C4D and environmental sustainability

Measures to reduce potential harm to national resource bases are central to meeting people's social and economic needs, particularly those of poor people. The communication sphere plays a key role in reinforcing the principle of environmental sustainability by facilitating behavioural change, empowering people to act and "catalyzing processes of social change in society related to these issues"¹⁶. Dealing with environmental challenges requires communication, namely the "sharing of factual and scientific information, debate on impacts and policy responses, negotiating action between governments and civil society at a national level and among governments at a global level and discussing and agreeing trade-offs, and other measures".¹⁷ C4D encourages and supports children and young people to be involved in environmental initiatives.

2.5. C4D and development effectiveness

The international development community's commitment to development effectiveness, set out in the Paris Declaration and further elaborated in the Accra Agenda for Action¹⁸, is also embedded in the United Nations system's work at country level. Communication for Development approaches help underpin and reinforce key aid effectiveness principles.¹⁹ For example, the media's oversight roles of holding government to account and highlighting corruption help to boost the effectiveness of aid initiatives. This watchdog function becomes even more crucial as donor countries increasingly use direct budget support as part of the process of aligning their assistance behind nationally-identified priorities.

3. Communication for Development within selected United Nations organizations

C4D is well established in some United Nations organizations and more recently has been introduced as a specific thematic area in others. Levels of activity, methodologies, resources and the position of C4D within the organizations vary widely. To some degree, these variations can be attributed to the different institutional mandates with which the various organizations have been entrusted. Across the United Nations system, the participatory and inclusive approaches associated with C4D are essential elements in a broad range of sectoral projects, including governance, livelihoods, environment, education, health and gender. In all these projects, C4D approaches are used to facilitate linkages; increase knowledge and awareness; build community and government human resource capacities; change behaviour and practices; shift attitudes and social norms; enhance self-esteem and self-efficacy in and among communities.²⁰ C4D tools are also a central element of the responses of several United Nations organizations to natural disasters.

Examples of diverse applications of C4D across selected United Nations organizations

UNESCO considers C4D as a central element of its strategy to deliver on its mandate to foster the free flow of ideas. The agency focuses on facilitating a requisite environment for C4D through media capacity-building and development. Recent initiatives have included: (i) gap analysis to identify C4D entry points in selected 'One UN' countries; (ii) the promotion of diagnostic tools such as Media Development Indicators; (iii) the development of tools such as the Model Journalism Education curriculum and toolkits for media professionals; (iv) support to community media; and (v) the enhancement of journalism training institutions.

UNICEF recognizes C4D as a key cross-cutting strategy within its Medium-Term Strategic Plan and acknowledges its strategic significance by locating the global C4D function within the Policy and Practice Group. The UNICEF approach to C4D focuses on building a robust evidence base through research, monitoring and evaluation and building case studies that demonstrate the added value of communication in achieving equitable results for children. Flagship areas include Accelerated Child Survival and Development and ending violence against children. Other areas of focus are capacity development, including workshops, the development of toolkits and the strengthening of knowledge management. In monitoring and evaluation related to C4D, UNICEF emphasizes the development of toolkits and indicators for measuring how behaviour and social change is being achieved in equitable and sustainable ways.

UNDP views C4D mechanisms as integral to fostering inclusive participation and enabling social accountability. The UNDP approach to C4D includes conducting information and communication assessments to better understand poor people's information and communication needs, in particular, and to identify gaps where those needs are not being met (the Communication for Empowerment approach), responding to right to information challenges through promoting enabling legal and regulatory environments, raising awareness and civic education initiatives and using ICTs to increase people's access to information.

Within **FAO**, C4D has evolved in three distinct stages. During the first phase, communication was introduced in support of rural and agricultural development. During the second stage, C4D moved towards a focus on communication's role in capacity development. The third phase began in the mid-1990s with the amalgamation of the C4D unit with the research and agricultural extension group. Currently C4D focuses on three areas: (i) rural communication systems and ICTs in support of agricultural innovation and food security; (ii) community-based rural radio; and (iii) community-based natural resources management and climate change adaptation.

At **ILO**, a C4D approach is evident even though the concept of C4D is not yet 'common currency' within the organization. In project work, for example, the Job Creation and Enterprise Development Department adopted a C4D approach using mass media to provide people with the tools they need to assume ownership of their own economic development. The founding social dialogue approach of ILO has the same guiding principles for social change as C4D, including equity, social justice and active participation. The agency also draws on various C4D mechanisms such as supporting leading advocates or champions, partnerships and interagency collaboration in Geneva to promote C4D more widely.

Within **WHO**, the concept of public health communications is similar to C4D. Public health communications entails the use of evidence-based communications to achieve health (developmental and humanitarian) goals. These C4D-like communication approaches and activities are included in ongoing technical programmes. For example, they are part of initiatives that target specific population groups (including sex workers) with information on HIV/AIDS, as well as ones that promote behaviour change (such as stopping the use of tobacco products or motivating high-risk groups to be vaccinated). They are also evident in advocacy communication efforts promoting road safety, increased physical exercise and healthy diets.

4. Inter-agency collaboration

4.1. Supporting the 'One UN' agenda at the global level

United Nations Inter-Agency Round Table on Communication for Development

The United Nations Inter-Agency Round Table on Communication for Development was devised as a forum for exchanging ideas and experiences in the area of communication for development and to highlight the importance of consultation and coherence in this field. Several United Nations organizations are members of this forum, which is coordinated by UNESCO.²¹ The first meeting of the Round Table took place in 1988; the Round Table remains the main vehicle for advocating the added value of C4D in development programming across the United Nations system.²² Recent Round Table meetings have sought to build on the new unity of purpose and spirit of collaboration represented by the 'One UN' vision, and participating agencies have prioritized the development of C4D strategies in support of achieving the Millennium Development Goals, the overarching goal for much of the United Nations system.

Updating C4D knowledge tools

Several United Nations organizations are collaborating in the production of a number of knowledge products aimed at improving understanding of both the concept and the impact of C4D across the United Nations system. These products address the needs of different types of audiences within the United Nations. Tools under development include a common C4D capacity-building framework and a resource pack on research, monitoring and evaluation techniques appropriate for C4D.²³

World Congress on Communication for Development

The World Congress on Communication for Development took place in Rome in 2006. The meeting's primary purpose was to demonstrate to leading decision makers that communication has a vital role to play in addressing development challenges and to argue for its integration into development policy and practice.²⁴ FAO and the World Bank, together with the Government of Italy and the Communication Initiative, were the main organizers of the event. Other United Nations organizations were involved in various aspects of the conference and in producing the working definition of C4D articulated in the Rome Consensus.

United Nations Group on the Information Society

Established by the United Nations System Chief Executives Board for Coordination (CEB) in 2006, this inter-agency group has responsibility for coordinating policy and substantive issues related to the implementation of the action plan arising from the World Summit on the Information Society held in two phases – 2003 and 2005. It brings together United Nations organizations to foster policy and programme coordination and provide overall guidance to the United Nations system.²⁵

4.2. Supporting the 'One UN' agenda at the national level

Increasingly, United Nations member agencies collaborate on developing and supporting C4D initiatives at the national level. Examples of collaboration among United Nations agencies on C4D and also with external partners were presented in a background paper for the 10th Inter-Agency Round Table.²⁶ Some recent examples of such collaboration include:

Communications with Disaster Affected Communities (CDAC) in Haiti

Under the CDAC umbrella, several United Nations organizations, including the Office for the Coordination of Humanitarian Affairs (OCHA), UNAIDS, UNDP, UNESCO, UNICEF, the United Nations Population Fund (UNFPA), the World Food Programme (WFP) and the World Health Organization (WHO), are collaborating

with NGOs and government ministries to improve communications between the humanitarian community and the Haitian population affected by the recent earthquake. CDAC provides a range of services, including coordinating the dissemination of life-saving information, providing ongoing support to local media, establishing feedback mechanisms for local people to contribute to recovery and reconstruction, and supporting the development of longer-term outreach and communications work.

Community Multimedia Centres

The international UNESCO initiative for Community Multimedia Centres (CMCs) has been adopted by other organizations within the United Nations system. More than 130 CMCs have been established in 20 countries with varying degrees of involvement from other United Nations organizations. For example, in Mozambique, UNESCO works closely with UNDP.

Rural ICTs in East Africa

FAO and IFAD are working closely to develop a Rural Knowledge Network in East Africa, with the aim of establishing whether ICTs can strengthen the rural poor's links to markets. The two agencies have worked together on Farmer Field Schools since 1998.

HIV/AIDS communication

Africa 2015 is a partnership among UNAIDS, UNICEF and UNDP that uses celebrities and political leaders to promote HIV/AIDS prevention, with a view towards meeting the Millennium Development Goals. FAO and UNICEF have implemented HIV/AIDS sensitization and behaviour change communication projects in five provinces in Cameroon. UNAIDS Country Offices in over 80 countries convene the United Nations Joint Teams on AIDS that bring stakeholders together for dialogue in support of what is known as the 'three ones' – one national AIDS authority, one national AIDS strategic plan, and one monitoring and evaluation system for the national AIDS programme.²⁷

Participatory video

The Civil Society Organizations Division of UNDP has partnered with the Global Environment Facility's Small Grant Programme (a World Bank/UNEP Trust Fund) and the Human Rights Strengthening Programme (a joint programme with the Office for the Coordination of Humanitarian Affairs, or OHCHR) to commission 'Insights into Participatory Video, a Handbook for the Field.' UNDP has also worked with the United Nations Assistance Mission in Afghanistan (UNAMA) to develop public and civic education programmes.

PART TWO: Communication for Development practice within selected United Nations agencies introduces seven United Nations organizations that support communication for development initiatives either as an integral part of a larger sectoral project or as discrete projects contributing to broader organizational goals. This section presents the strategic priorities of each organization, describing how Communication for Development makes a difference to the organization's work before presenting selected case studies that illustrate C4D in practice.

Notes

- ¹ Behaviour change communication, communication for social change and advocacy communication were discussed at the 8th United Nations Inter-Agency Round Table in Managua, 2001. Communication capacity-building recognizes the importance of strengthening communication capacities in order to build an effective, enabling environment.
- ² ILO-FHI HIV/AIDS, Behaviour Change Communication toolkit for the workplace. ILO, 2008
Available at: http://www.ilo.org/aids/Publications/lang--en/docName--WCMS_115460/index.htm
- ³ Ibid.
- ⁴ For example, Johns Hopkins University Centre for Communication Programmess, as cited in the 'Communication for Development Round Table Report', 2001, pp. 37-41.
- ⁵ Report from the 8th UN Inter-Agency Round Table on Communication for Development, pp. 37-41.
- ⁶ Report from the 8th UN Inter-Agency Round Table on Communication for Development, pp. 44-51.
- ⁷ Ibid.
- ⁸ Ibid.
- ⁹ UNAIDS definition of social change communication in 'Report of the UNAIDS Technical Consultation on Social Change Communication', p. 12.
- ¹⁰ The interrelated principles set out in the 'CCA/UNDAF Guidelines', 2007, are a human rights-based approach to development, capacity development, gender equality, environmental sustainability and results-based management.
- ¹¹ New media includes television, radio, newspapers, the Internet and mobile phones; traditional media includes community/street theatre, puppet shows and poetry.
- ¹² Ackerman, John M., and Irma E. Sandoval-Ballesteros, *The Global Explosion of Freedom of Information Laws*; 58 Admin. L. Rev.85, 2006, quote Mark Bovens, *Information Rights: Citizenship in the Information Society*, p. 89.
- ¹³ See 'Integrating Communication for Development into the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF)', Discussion Paper 13, UNDP Oslo Governance Centre, 2008.
- ¹⁴ UNDG, 'Enhancing the UN's Contribution to National Capacity Development: A UNDG Position Statement', 2006, p. 4.
- ¹⁵ Panos, *At the Heart of Change: The Role of Communication in Sustainable Development*, Panos London, 2007, p. 9.
- ¹⁶ UNDP, 'Towards a Common UN System Approach: Harnessing Communication to achieve the MDGs', UNDP background paper for 10th Inter-Agency Round Table on Communication for Development Round Table, published in *Towards a Common UN System Approach: Harnessing Communication to Achieve the Millennium Development Goals*, UNESCO/UNDP, Paris, 2007, p. 40.
- ¹⁷ Panos, *At the Heart of Change: The Role of Communication in Sustainable Development*, Panos London, 2007.
- ¹⁸ Organization for Economic Co-operation and Development, 'The Paris Declaration and Accra Agenda for Action'. Available at: http://www.oecd.org/document/18/0,3343,en_2649_3236398_35401554_1_1_1_1,00.html.
- ¹⁹ Ownership, alignment, harmonization, results and mutual accountability.
- ²⁰ GA/63/180, 2008 'Communication for development programmes in the United Nations system'.
- ²¹ Current members include FAO, ILO, UNAIDS, UNCDF, UNDP, UNESCO, UNFPA, UNICEF, UNIFEM and WHO.
- ²² See 'Overview of UN Inter-Agency Round Tables on Communication for Development', 2009.
- ²³ 'Communication for Development: Demonstrating Impact and Positioning Institutionally', Report of the 11th Inter-Agency Round Table on Communication for Development, 2009, p. 25.
- ²⁴ UNESCO, 'Towards a Common UN System Approach: The Role of Communication for Development in Achieving the MDGs' p. 26.
- ²⁵ Ibid.
- ²⁶ Ibid.
- ²⁷ UNAIDS, 'Three Ones' key principles', 2004.
Available at http://data.unaids.org/UNA-docs/Three-Ones_KeyPrinciples_en.pdf.

PART TWO

Communication for Development
practice within selected United
Nations agencies



1. United Nations Educational, Cultural and Scientific Organization

AFRICA: Strengthening journalism capacities

NEPAL: Pioneering community radio





1. United Nations Educational, Cultural and Scientific Organization

Organizational mandate

The constitutional mandate of the United Nations Educational, Cultural and Scientific Organization (UNESCO) is to “contribute to peace and security by promoting collaboration among the nations through education, science and culture in order to further universal respect for justice, for the rule of law and for the human rights and fundamental freedoms which are affirmed for the peoples of the world, without distinction of race, sex, language or religion, by the Charter of the United Nations”.¹ UNESCO was entrusted with the responsibility of coordinating the UN Inter-Agency Round Table on Communication for Development, preparing and submitting the biannual report on Communication for Development in the UN System by the United Nations General Assembly.

Core tenets underpinning the work of UNESCO

The Organization’s core tenets include a Human Rights-Based Approach (HRBA), the Millennium Declaration and the Millennium Development Goals.

Key UNESCO strategic focus areas

The UNESCO Medium-Term Strategy for 2008-2013² is structured around five overarching agency-wide objectives, which respond to specific global challenges and represent the following core competencies of UNESCO in the multilateral system:

- (i) *Attaining high-quality Education for All (EFA)* by: strengthening the global lead coordination role and support of UNESCO for EFA; and developing policies, capacities and tools for high-quality EFA and lifelong learning; and promoting education for sustainable development;
- (ii) *Mobilizing scientific knowledge and policy for sustainable development* by: leveraging scientific knowledge for the benefit of the environment and the management of natural resources; fostering policies and capacity-building in science, technology and innovation; and contributing to disaster preparedness and mitigation;
- (iii) *Addressing emerging social and ethical challenges* by: promoting principles, practices and ethical norms relevant to scientific and technological development; enhancing linkages between research and policy on social transformations; and fostering research on critical emerging ethical and social issues;
- (iv) *Promoting cultural diversity, intercultural dialogue and a culture of peace* by: strengthening the contribution of culture to sustainable development; demonstrating the importance of exchange and dialogue among cultures to social cohesion and reconciliation in order to develop a culture of peace; and protecting and enhancing cultural heritage in a sustainable manner; and
- (v) *Building inclusive knowledge societies through information and communication* by: enhancing universal access to information and knowledge; fostering pluralistic, free and independent media and ‘infostructures’; and supporting, through UNESCO domains, countries in post-conflict situations and post-disaster situations.

Rationale for integrating C4D into the work of UNESCO

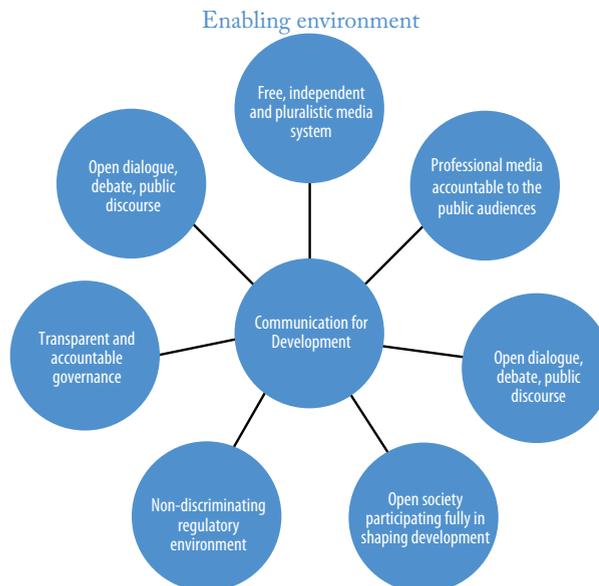
Providing equitable, appropriate and affordable access to communication and information for all is a fundamental requirement for building societies that empower individuals and communities. UNESCO fosters 'inclusive knowledge societies' by working for freedom of expression and press freedom and by promoting the use of information and communication technologies. To do so, UNESCO applies Communication for Development approaches that foster meaningful engagement of individual and local communities as well as national, regional and global entities.

C4D guiding principles

- Participatory processes that actively engage the poorest groups and accelerate effective responses to development challenges;
- Partnerships that promote change and solidarity;
- Gender mainstreaming;
- Equity;
- Diversity; and
- Tolerance

C4D approach

UNESCO believes that C4D works most effectively when the requisite enabling environment is in place. This enabling environment includes: (i) a free, independent and pluralistic media system in which media are accountable to their audiences and through which open dialogue and debate can occur; (ii) transparent and accountable governance that encourages public discourse; and (iii) broad public access to a variety of communication media and channels. An enabling regulatory environment also promotes non-discriminatory licensing for local radio stations, low-cost universal access to the Internet and telephone services, and an open society in which all groups are able to participate fully in development decisions, debates and decision-making processes.



UNESCO seeks to integrate C4D into its programme work plans. 'Upstream', UNESCO promotes standard-setting tools, enables community media policy and forms strategic alliances and partnerships, including within the United Nations system. 'Downstream', UNESCO supports the building of institutional and professional capacities within the media, facilitates professional networks, and increases interaction between key actors and stakeholders. UNESCO also works to strengthen United Nations system collaboration on institutionalizing C4D within the Common Country Assessment and the United Nations Development Assistance Framework.

As part of its support for the United Nations 'Delivering as One' reform process, UNESCO is taking a leading role in many countries in advocating the integration of C4D into CCA/UNDAF processes.

The International Programme for the Development of Communication (IPDC) mobilizes resources to develop free and pluralistic media. In 2008, the IPDC Inter-governmental Council negotiated and endorsed a set of Media Development Indicators (MDIs) defining a framework within which a media system's contribution to good governance and democratic participation can be assessed. The MDIs consider five core aspects of the media environment: (i) the system of regulation; (ii) the plurality and diversity of media; (iii) media as a platform for democratic discourse; (iv) professional capacity-building; and (v) infrastructural capacity. Taken together, these indicators provide an aspirational picture of the type of media landscape needed in order to ensure democratic participation, media pluralism and diversity. The MDIs are able to guide the efforts of both state and non-state actors working in the area of media development. The MDIs constitute the single most important 'upstream' contribution made by UNESCO during the period 2008-2009.

Human resources and funding for C4D within UNESCO

The Communication and Information Sector (CI) in UNESCO includes the Communication for Development Division, which oversees the UNESCO C4D programmes and related capacity-building activities. The Division Director heads a department of seven professional and four support staff, who are jointly responsible for guiding policy development and providing technical support to 33 field professionals and other UNESCO staff in 52 field offices. The current annual budget allocation for C4D is \$4.3 million, of which over 54 percent is decentralized to 52 field offices.

C4D contact within UNESCO

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Notes

¹ Constitution of UNESCO, adopted in London, 16/11/45.

² UNESCO, Medium-Term Strategy, 2008-2013; <http://unesdoc.unesco.org/images/0014/001499/149999e.pdf>.



AFRICA: Strengthening journalism capacities

- Building sustainable centres of excellence in journalism education;
- Facilitating knowledge ‘spillover’ to other universities; and
- Supporting expansion of networked journalism.

Background

The right to information and to freedom of expression is enshrined in several key documents, including the Declaration of Principles on Freedom of Expression in Africa, the Windhoek Declaration on Promoting an Independent and Pluralistic African Press, the African Charter on Broadcasting, and the African Charter of Human and Peoples’ Rights.¹ There has been a rapid and diverse proliferation of media and communication initiatives in Africa over the last 20 years. This accelerated growth has produced its own particular problems, including inadequately trained journalists, low professional standards and weak self-regulation.² These issues make it difficult for African media to fulfil two key roles: (i) to improve access to information to enable the ordinary citizen to participate in public affairs; and (ii) to carry out its role as a public watchdog.³

Project rationale

There is general agreement that an independent media and a free flow of information are preconditions for human development and democratic governance. A free and pluralist media are prerequisites if the media are to reflect the full range of voices and opinions in society.⁴ To speak and act freely, the media need a supportive regulatory and enabling environment that promotes high journalistic standards upheld by a competent and professional cadre of journalists.

A professional journalist must be capable of carrying out critical analyses of broad spectrum of activities in which the public and private sectors engage – from peace processes to elections, from climate change to consumer and financial regulation. Many African journalism institutions simply do not have the resources to develop a learning environment that is able to cope with such a comprehensive thematic range; nor can they maximize the potential of expanding networked journalism across both ‘traditional’ and ‘new’ media. Responding to the call of its Member States, UNESCO initiated a process to accelerate the development of capacity within journalism schools by honing the competencies of the next generation of African journalists. Strengthening journalistic training institutions bolsters professional competence and access to information and boosts the media’s ability to play a vital and dynamic role in Africa’s development and in promoting effective democratic practices.

Implementation approach

UNESCO conducted research as an integral part of the design phase of its project to strengthen journalism in Africa. The research found that “Africa does not need new or more journalism schools. Instead, the continent needs a core of excellent facilities that make a real impact and which are also at the heart of a wider network with other schools.” This finding defines the UNESCO approach. Through this initiative, which is part of a wider effort aimed at improving media development, 21 of the most promising journalism schools and university departments in Africa are being supported by UNESCO to become either Centres of Excellence or Centres of Reference in journalism education.

The project started in 2007 and is expected to conclude in 2014. UNESCO consults with the schools and facilitates opportunities that will strengthen the schools' abilities to offer high-quality journalism education programmes for aspiring and working journalists. This involves resource mobilization, professional exchange and training. It is anticipated that as the project unfolds, these future Centres of Excellence will become role models for similar institutions in the region.⁶ The project has two distinct but inter-related phases: (i) identify criteria and indicators for high-quality journalism schools and potential Centres of Excellence in journalism training in Africa (completed in 2007)⁷; and (ii) implement strategies to build journalism capacity in eight selected journalism schools (to be completed by 2014). In the longer term, it is anticipated that these schools will become self-sustaining regional hubs and will help other journalism schools in the region, including those that have been classified as Centres of Reference.

Project partners

L'Ecole Supérieure de Journalisme de Lille (France) and Rhodes University (South Africa) provide technical inputs to the project. The key implementing partners are the journalism schools working with UNESCO either as potential Centres of Excellence or Centres of Reference. UNESCO delivers a range of support to the project, including mobilizing financial resources for institutional capacity-building; facilitating international partnerships for study visits and professional twinning arrangements; and support for the development of media resource centres and networking.

Phase one: Identifying potential Centres of Excellence

In 2007, UNESCO, l'Ecole Supérieure de Journalisme de Lille and Rhodes University worked together to identify potential Centres of Excellence on the basis of internationally-approved criteria.

The first phase of the project involved mapping the African landscape. The assessment methodology had four core elements: (i) carrying out preliminary mapping of actors in the field, (ii) defining criteria to assess the quality of media training institutions in consultation with leading journalistic experts; (iii) conducting a thorough mapping of journalism schools in Africa; and (iv) assessing journalism schools using the defined criteria, including on-site inspections and visits to selected institutions.⁸

The mapping exercise produced a 'one-stop shop' where information could be found on the selected journalism schools. This list created an important resource for networking and collaboration, and provides information on 96 schools.

Of these 96 schools, twelve institutions were selected as potential Centres of Excellence, and an additional nine institutions were identified as potential Centres of Reference. Out of the 12 identified potential Centres of Excellence, eight have received UNESCO assistance to establish media resource centres, improve libraries and facilitate networking space.⁹ The remaining four schools, located in South Africa, are managing their own resource mobilization through a variety of channels, including the UNESCO International Programme for the Development of Communication.¹⁰

The absence of an institution on the final list did not infer that it lacks potential excellence, but rather that its qualities were not central to the particular objectives of the project.¹¹ Some schools did not appear on the list for reasons such as: (i) they focused on training for entry-level journalists, rather than on providing opportunities for mid-career journalists to enhance their skills; (ii) they had limited capacity to play the role of 'public intellectuals' in the wider media environment by influencing areas such as freedom of speech, media law and policy; and (iii) they had limited ability to serve a wider sub-region.

Phase two: Strategy to build capacity in selected journalism schools

The capacity development strategy included four core elements:

- (i) *Adaptation of the Model Curricula for journalism education:* The adaptation of the Model Journalism Education Curricula by the potential Centres of Excellence was the cornerstone of the capacity-development strategy. The Model Curricula were developed by UNESCO in consultation with international and regional experts and practitioners. Taken together, the Model Curricula provided a generic model that could be adapted according to the specific needs of any given country. The curricula, which were balanced between the practical and the academic, provided a strong educational structure for prospective and existing journalists. The model aimed to enhance students' critical thinking by developing skills in comprehension, analysis and synthesis. It provided a framework to: develop a basic understanding of evidence-based and sound research methods; nurture an interdisciplinary approach to journalism education; and give students the specialized knowledge needed to report on increasingly complex issues at both national and international levels.¹² The curricula took full account of the social economic, political and cultural contexts of developing countries and highlight the connection between democracy and journalism.¹³ The first draft of the Model Curricula was reviewed by journalism experts in early 2007, and a final version was endorsed by the World Journalism Education Congress in Singapore later that year. Comprehensive regional consultations on the curriculum took place during 2008 and 2009, with translations being made available in French, Spanish, Arabic, Chinese and Russian by the end of 2009. An adaptation of the Model Curricula has been introduced in 54 journalism training institutions in 44 countries.

The curricula were introduced to all 21 selected journalism schools at a meeting in Grahamstown, South Africa, in March 2008. At a follow-up meeting in Windhoek in 2009, 12 out of the 21 schools agreed to either adopt or use adaptations of the curricula. In December 2009, UNESCO allocated funds to eight of these schools for the purchase of equipment and textbooks.

- (ii) *Improving the learning environment within selected schools:* Educators at the eight journalism schools are now involved in an ongoing institutional enhancement process to provide a favourable learning environment and a high standard of education for upcoming and working journalists alike. This involves the creation of media centres and libraries, the development of courses, the provision of learning materials, and networking. Priority is also placed on enhancing governance structures within selected institutions and upgrading their management skills to improve effectiveness in key areas such as student selection, budget development, fund-raising and evaluation.
- (iii) *Media centres, libraries, learning and course materials:* A curriculum workshop on the new media's role in modern journalism and mass communication, organized by Rhodes University in South Africa, identified significant challenges in teaching digital journalism practice, including educators' limited knowledge and experience of computer-assisted reporting, erratic electricity supply, a shortage of computers, high student numbers, low bandwidth access, high bandwidth costs, and resistance within the school to digital media.¹⁴

The journalism schools have received support from UNESCO to improve or upgrade their libraries, purchase equipment, establish media centres, and maintain a stock of reference materials and textbooks, including ones in relevant national languages. Improving access to, and expanding the use of, new media, online information resources and audiovisual training equipment is a priority. Relevant course development is ongoing in such subject areas as new media, investigative journalism, HIV/AIDS, gender, sustainable development and climate change, conflict-sensitive reporting, reporting for community media, and science journalism.

(iv) *Networking*: To facilitate greater cooperation among selected schools and improve liaison with other regional and global academic and media organizations, UNESCO launched the J-Schools website in 2009. This online platform is intended to provide continuous back-up support for teachers and educators who have attended training workshops. It can also be used to monitor the application of new skills, which in turn may influence the design of future training workshops.¹⁵ Mobilizing participation in the network is an ongoing and a gradual process. The relatively basic level of Internet literacy among educators points to the need for significant confidence-building. There is also a need to involve educators who actively use the J-Schools website and who can drive debates and professional exchanges in key areas.¹⁶

Contributions of the C4D approach

The C4D approach used to drive the consultation process towards consensus-building at national and regional levels was participatory and dialogue-based. The same approach was used to establish the criteria required for defining the nature of the potential Centres of Excellence and Reference. The transfer of those particular C4D skills to the managers of the journalism schools is a long-term endeavour requiring additional coaching, close monitoring and periodic evaluation. Support to both teaching and management staff within each institution is needed on an ongoing basis to ensure that the benefits from adapting the model curricula are fully realized.

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² 'Our Common Interest: Report of the Commission for Africa', 2005.

³ Ibid.

⁴ PANOS: 'At the heart of change: The role of communication in sustainable development'.

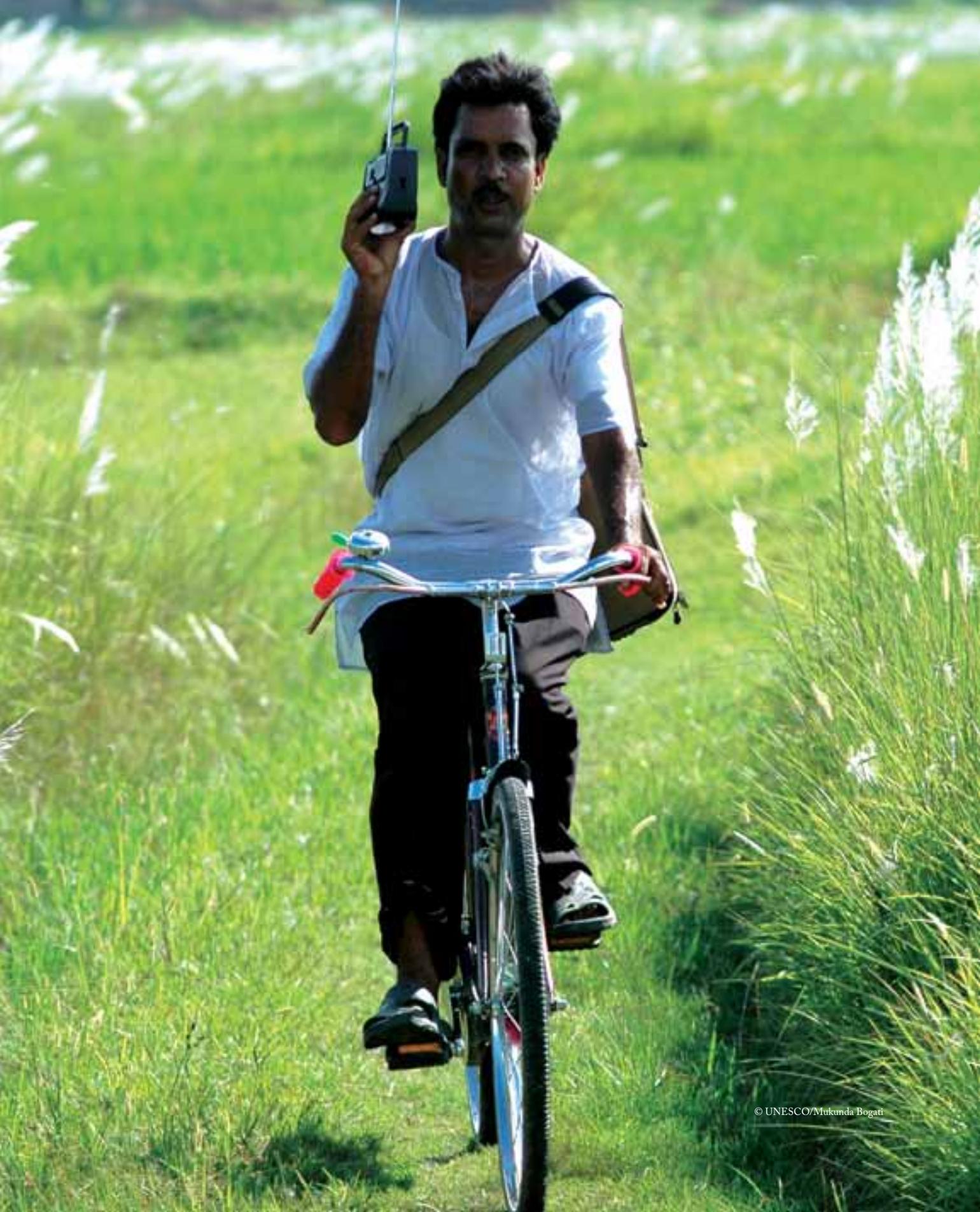
⁵ UNESCO, 'Criteria and Indicators for Quality Journalism Training Institutions: Identifying Potential Centres of Excellence in Journalism Training in Africa'. Available at <http://unesdoc.unesco.org/images/0015/001514/151496e.pdf>.

⁶ UNESCO, 'The need for quality journalism education in Africa'.

⁷ See 'Criteria and Indicators for Quality Journalism Training Institutions: Identifying Potential Centres of Excellence in Journalism Training in Africa' UNESCO, Rhodes University and Lille University, 2007.

⁸ UNESCO, 'Criteria and Indicators for Quality Journalism Training Institutions: Identifying Potential Centers of Excellence in Journalism Training in Africa'.

- ⁹ Eight potential Centres of Excellence supported by UNESCO: **Cameroon** : Ecole supérieure des sciences et techniques de l'information et de la communication www.universite-yde2.org; **Kenya** : The School of Journalism and Mass Communications (SOJMC), University of Nairobi www.uon.ac.ke; **Morocco** : Institut supérieur de l'information et de la communication (ISIC) www.isic.ma ; **Mozambique** : Mozambican School of Journalism **Namibia** : School of Communication, Legal and Secretarial Studies, Namibia Polytechnic www.polytechnic.edu.na ; **Nigeria** : Department of Mass Communication, University of Lagos www.unilag.edu.ng ; **Senegal** : Centre d'études des sciences et techniques de l'information (CESTI) <http://cesti.ucad.sn>; **Uganda** : Mass Communication Department, Makerere University <http://masscom.mak.ac.ug>.
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- ¹² Opening remarks by Abdul Waheed Kahn at a consultation meeting on capacity-building for potential Centres of Excellence in journalism training, Rhodes University, March 2008.
- ¹³ Model curricula for journalism education on UNESCO website: http://portal.unesco.org/ci/en/ev.php-URL_ID=24815&URL_DO=DO_TOPIC&URL_SECTION=201.html
- ¹⁴ Rhodes University: Report from Training of Trainers Workshop on New Media for Journalism Educators and Trainers, 2009.
- ¹⁵ Ibid.
- ¹⁶ Ibid.



NEPAL: Pioneering community radio

- Promoting media pluralism;
- Providing a voice for ordinary people on social, cultural and development issues; and
- Championing greater transparency and accountability from government institutions.

Background

Nepal is currently undergoing an historic political transition, having recently emerged from a 10-year conflict¹ that exacted a heavy toll in terms of human lives, livelihoods and social cohesion. The country, one of the poorest in the world, is currently ranked 142 on the Human Development Index.² Nonetheless, considerable progress has been made in reducing poverty, with the number of people living below the poverty line falling from 42 to 31 percent between 1996 and 2004.³ Many Millennium Development Goals indicators have shown distinct improvement. For example, child mortality rates fell by half over the past decade, and 9 out of 10 children in Nepal are now enrolled in primary school. However, inequality has increased. There is, for example, a marked disparity in the incidence of poverty among social groups.⁴ Life expectancy in Nepal is the lowest in Asia, and there is a high rate of chronic malnutrition among children. Despite significant progress made by the Government, which renewed its commitment to the MDGs in its three-year interim plan for 2008-2010, it is not on track to meet goals in the areas of HIV/AIDS and maternal mortality.

The country's long-running civil conflict, compounded by the State monopoly of the broadcast media, restricted the country's plurality of voices until 1997, when the first community radio station was authorized. A Right to Information Act came into effect in 2007, giving citizens the right to access public information and government records, and journalists the right to unionize. However, press and freedom of expression activists call attention to a number of shortcomings in implementing the Act's disclosure provisions.⁵ Progress has also to be achieved to transform from State broadcasting to public service broadcasting, establish an independent broadcast regulator, abolish criminal defamation or implement the Working Journalists Act.⁶ The Government continues to own both the influential Radio Nepal and Nepal Television Corporation, Nepal's main television station.

Project rationale

In the mid-1980s, the UNESCO proposal to enlarge democratic participation through community media met with little official enthusiasm. At that time, Nepal's administration was concerned with preserving and strengthening government institutions, and as a result limited UNESCO engagement in this area to dialogue and negotiation. The 1990 Constitution, inspired in large part by the activities of the democracy movement, enshrined basic freedoms, including freedom of expression. In 1992, the enactment of a National Communication Policy allowed the emergence of private press, radio and TV. In this new environment, the multilateral profile of UNESCO and its recognized expertise in the area of community radio enabled the organization to play an important facilitating role in bringing about the establishment of the first independent public and community radio station in Nepal and South Asia.

Implementation approach

Working with national and international partners, the International Programme for the Development of Communication of UNESCO aimed to foster media pluralism and people's participation in socio-economic development through accessible public interest media, and specifically through the expansion of local FM radio. In working to achieve these long-term goals, UNESCO focused on relatively small catalytic initiatives, each

building on the outcomes of earlier projects, addressing specific sectoral needs and contributing to the gradual build-up of national capacity.⁷ The immediate objectives of the four small interlinked projects were consistent in that they each aimed to build local capacity through the establishment of media facilities, the training of personnel and the development of normative tools such as models, guidelines and codes of conduct for community radio. The first two projects established pioneering independent radio stations. Radio Sagarmatha, established in Kathmandu, engages policy makers while raising awareness among other stakeholders. Radio Madanpokhara, the second project, was established at the village level; it illustrates how community radio can contribute to local development. The last two projects moved away from supporting individual radio stations and towards a wider sectoral approach aimed at establishing community radio stations across the country. In these latter projects, the emphasis is on such activities as training workshops that benefit a number of stations and that strengthen broadcasters' networks.

Project partners

The Nepal Forum of Environmental Journalists (NEFEJ) was the principal implementing partner of UNESCO on Radio Sagarmatha, the pilot community radio project. Other key partners associated with the four projects include the Nepal Press Institute, the Himal Association and the Worldview International Foundation. Danida and the Netherlands-based Communication Assistance Foundation provided a mix of financial and technical support to the project.

- (i) *Radio Sagarmatha (1995–1997)*. The drive to get Radio Sagarmatha on the air was instrumental in bringing about a new communications environment and a new awareness of the importance and need for public interest broadcasting. The struggle to obtain a license to broadcast lasted almost five years. The protracted process was due in large measure to a politically tumultuous environment that resulted in several changes of government and subsequent changes in leadership at the Ministry of Communications, where support was essential if a broadcast license was to be granted.⁸

A primary objective of the project was to demonstrate the feasibility of community radio in Nepal. To this end, the project sought to plan and evaluate guidelines for community radio in Nepal and to train a corps of specialists. By the end of 1996, the station had trained staff and equipment and was ready to begin broadcasting. All that was lacking was a license. In the early months of 1997, international and national media covered the 'stand off' between Radio Sagarmatha and the Government, which served to increase awareness of the station's mission and to strengthen support for it among key national stakeholders. Finally, four and a half years after the initial application, Radio Sagarmatha received a license and began broadcasting in Nepali from Kathmandu on 22 May 1997. This was viewed as a defining moment in the growth of the community media sector in Nepal and the South Asia region.

From the outset, the station has sought to promote freedom of speech and to defend democracy through innovative public affairs programming, including news, current affairs, editorials and discussion forums. Importantly, the station has also sought to highlight local cultural priorities, including Nepali folk music. Radio Sagarmatha now has 2.5 million regular listeners. Its programmes are also available to a million additional listeners across the country when relayed and re-broadcast through local community radio and FM stations. The station has served to inspire other groups in Nepal and elsewhere in South Asia to set up non-profit public interest radio stations. The station is perhaps better described as public interest radio rather than community radio, as there is relatively limited community participation in decision making. Radio Sagarmatha is a founding member of the Association of Community Radio Broadcasters Nepal (ACORAB), Kathmandu Valley FM Broadcasters' Forum and the World Association of Community Radio Broadcasters (AMARC). Despite challenges in fund-raising and other areas, Radio Sagarmatha is still operating more than a decade after it went on air, offering a wide range of dynamic public affairs and cultural programming.

- (ii) *Radio Madanpokhara (1999–2000)*. A key step in the process of scaling up the vision of Sagarmatha was the establishment in 2000 of Community Radio Madanpokhara (CRM) in the Palpa District in Western Nepal. CRM was established in partnership with Radio Sagarmatha, NEFEJ and the Community Radio Support Centre (CRSC). It is owned by the Village Development Committee and operated by local people who are responsible both for developing programmes and managing the station. By providing equipment as well as technical and management training, the project sought to demonstrate the potential of community radio in rural areas and to provide a model for other rural stations to follow.

CRM has increased access to information among large segments of the rural community, segments that either were not previously served or were underserved by the State media.⁹ The station also provides an important forum for people to express and exchange views. A survey conducted in 2004 indicated that just over 80 percent of local people listened to CRM and suggested that the station had attracted new listeners as well as listeners from the State-owned radio station.¹⁰ The strength of the station's local support base is evident in local financial and in-kind support and in the presence of community reporters, radio clubs and women's communication groups in each of the district's 35 village areas and in the headquarters' municipal wards. The station regularly promotes community meetings to discuss specific issues that bring together various stakeholders, including government and NGO representatives as well as health workers and teachers.¹¹ After 10 years of operation, the station has clearly demonstrated the feasibility of community radio that is largely volunteer-driven, non-commercial and supported by local interests.¹²

- (iii) *Strengthening pluralistic and independent media in Nepal (2000–2002)*. The project featured a variety of activities, including direct support to establish two new community radio stations – Sundarapur in Eastern Nepal and Lumbini FM in Western Nepal. It also aimed to develop practices and tools that would be useful for other groups seeking to join the FM airwaves. The project, which originally had been developed in response to proposals from the Nepal Press Institute and Radio Sagarmatha, was revised to reflect changing circumstances at the local level as well as delays in the delivery of funds. The revised approach placed emphasis on capacity development in the form of training, the production of resource materials and the upgrading of facilities to improve services and prospects for sustainability. The Nepal Press Institute translated the *UNESCO Community Radio Handbook* and conducted training sessions outside Kathmandu. The project also purchased equipment for Lumbini (the region's first cooperative broadcaster),¹³ Madanpokhara, Sagarmatha and Swargadwari. Ultimately, the revamped project was to prove a positive development, as it moved support towards improving the capacity of the sector as a whole.

- (iv) *Consolidation of the community radio movement in Nepal (2006–2007)*. This project represented an important new phase in community radio development in Nepal. This phase reflected a marked shift away from support to individual stations and towards the community radio sector. It focused on capacity development and norms, including codes of conduct, rather than on investment in equipment. The Association of Community Radio Broadcasters (ACORAB), which was established in 2002, was selected as the implementing partner. From an ACORAB perspective, UNESCO support was an important endorsement of the organization, legitimizing its role in the eyes of other NGOs. The project aimed to address three key needs of the community development sphere: (i) limited capacity; (ii) the lack of normative tools; and (iii) the ad-hoc networking across the sector. Five training workshops were held outside the Kathmandu valley, and technical and management workshops were carried out within the regions. A code of conduct for community radio was developed in a largely participatory manner.

Contributions of the C4D approach

Between 1995 and 2007, the four UNESCO-supported initiatives helped establish and define locally- owned public interest and community broadcasting in Nepal. Radio Sagarmatha's mixture of independent non-profit ownership and public interest broadcasting set a benchmark for independent community radio in Nepal, as well as for radio initiatives elsewhere in South Asia. At the end of 2009, a total of 323 licenses had been granted for independent radio stations in Nepal. Moreover, 127 community radio stations and 110 commercial radio stations are 'on the air', providing enhanced access to information for many people and advocating transparency and accountability from government bodies. The success of the Sagarmatha station has led a number of private broadcasters to expand the scope of their programme output and to offer more than popular commercial entertainment. Its programmes and those of other community radio stations across the country have provided forums for a wide range of voices that were previously unheard. These voices are now heard by villagers and policy makers alike. Investigative and 'watch dog' public affairs programmes such as Radio Sagarmatha's *Aaja ka Kura* (Today's Talk) play an important role in increasing the transparency and accountability of governance institutions. Rural Community Radio Stations such as Madanpokhara and Lumbini have enhanced access to information, increased awareness on various issues and helped mobilize people to take action on local development issues.

Project evaluations highlighted key challenges facing community radio in Nepal. One such challenge is weak representation of poorer ethnic and marginalized groups in the membership and management of community radio in Nepal. An overview of the involvement of different ethnic and social groups in the running of 100 community radio stations in Nepal indicates that Brahmin and Chetree dominate leadership and other paid positions while Dalits, persons of lower caste, occupy just over 10 percent of all positions.¹⁵ The recently published Community Radio Performance Assessment System¹⁶ includes indicators for monitoring the participation and ownership of community radio. Another key challenge involves the Code of Conduct prepared by ACORAB. It is not fully implemented across the sector. Responsibility for overseeing the application of the Code rests with the Nepal Press Council. The Community Radio Support Centre and the Nepal Forum of Environmental Journalists have made some progress in developing written guidelines and normative tools to guide practice in the sector. For example, *The Community Radio Organization Development Guidebook* provides guidance on a range of governance and management issues.

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Notes

- ¹ The civil conflict began in 1996 and ended in 2006.
- ² Human Development Report, 2007/2008.
- ³ DFID Nepal Country Business Plan 2009-2012.
- ⁴ Disaggregated poverty figures: Dalits 47 percent, Muslims, 41 percent, Hill Janajatis 44 percent, compared to 19 percent for Brahmins and Chetris from the Government of Nepal/UNDP country programme action plan 2008-2010
- ⁵ Nepal: Integrity Indicators Scorecard. The Global Integrity Report. Available at <http://report.globalintegrity.org/Nepal/2008/scorecard/15>.
- ⁶ High Level Media Commission Report, 2007.
- ⁷ IPDC: Pioneering Community Radio: Impact of IPDC Assistance in Nepal.
- ⁸ Radio Sagarmatha History.
- ⁹ Community Radio in Nepal: A Case Study of Community Radio Madanpokhara. Available at <http://drc.ohiolink.edu/handle/2374.OX/13107>.
- ¹⁰ Ibid.
- ¹¹ IPDC: 'Pioneering Community Radio: Impacts of IPDC Assistance in Nepal'.
- ¹² IPDC: 'Evaluation Reports on the projects selected by IPDC': Report to the 26th Intergovernmental Council of the IPDC, 2008. Available at http://portal.unesco.org/ci/en/files/26036/12041088923evaluation_reports_26_Council_2008.pdf/evaluation_reports_26_Council_2008.pdf.
- ¹³ A cooperative was viewed as the most appropriate organization for a communication facility that would be owned by the community and could be used as a tool to encourage social, cultural and environmental development.
- ¹⁴ ACORAB brings together all of Nepal's non-profit radio stations.
- ¹⁵ Mainali, R., CRSC/NEFJ.
- ¹⁶ Published by the Community Radio Support Centre in Nepal.



2. United Nations Children's Fund

NIGERIA: Igniting social change via community information boards

BANGLADESH: Empowerment of adolescents



UNICEF

2. United Nations Children’s Fund

Organizational mandate

The United Nations Children’s Fund (UNICEF) is mandated by the United Nations General Assembly to advocate for the protection of children’s rights, to help meet their basic needs and to expand their opportunities to reach their full potential. UNICEF supports initiatives related to child health and nutrition, safe water, sanitation, quality basic education for all boys and girls, and the protection of children from violence, exploitation, and HIV/AIDS. Active in 190 countries and territories through its country programmes and National Committees, UNICEF is funded entirely by the voluntary contributions of individuals, businesses, foundations and governments.

Core tenets underpinning the work of UNICEF

UNICEF is guided by the provisions and principles of the United Nations Convention on the Rights of the Child (CRC), the first legally binding international instrument to incorporate the full range of human rights, including civil, cultural, economic, political and social rights. The Convention sets out these rights in 54 articles and two optional protocols. It spells out the basic human rights possessed by children everywhere: the right to survival, to right to develop to the fullest, the right to be protected from harmful influences, abuse and exploitation, and the right to participate fully in family, cultural and social life. The four core principles of the Convention are: (i) non-discrimination; (ii) devotion to the best interests of the child; (iii) the right to life, survival and development; and (iv) respect for the views of the child. Every right spelled out in the Convention is inherent to the human dignity and harmonious development of every child.

In addition to the CRC, the work of UNICEF is guided by the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Convention on the Rights of Persons with Disabilities, the Human Rights-Based Approach to Development; the United Nations Millennium Declaration; and the Millennium Development Goals.

Key UNICEF strategic focus areas

Through its Medium-Term Strategic Plan, 2006-2013, UNICEF addresses five focus areas:

1. Young child survival and development, including maternal health;
2. Basic education and gender equality;
3. HIV/AIDS and children;
4. Child protection: preventing and responding to violence, exploitation and abuse; and
5. Policy advocacy and partnerships for children’s rights.

Rationale for integrating C4D into the work of UNICEF

C4D is a cross-cutting practice area in UNICEF. The organization believes that C4D strategies that promote behaviour and social change are essential for long-term, sustainable development and the broader realization of the rights of children and women. No matter how well commodities are distributed, services provided or systems strengthened, children will continue to die from preventable diseases and have their physical, social, emotional and cognitive development compromised if their families and communities do not also care for, protect and nurture them more effectively. C4D strategies and approaches are required to help provide caregivers and community members with essential information and to help develop the skills and self confidence they require to make informed decisions on issues that affect their lives and their children's well-being. Supportive policies and legislation, resources and service delivery systems need to be introduced and strengthened. However, unless the engagement and empowerment of parents, caregivers and local organizations is ensured, legislative reform and service and supply efforts on their own will have limited long-term impact.

UNICEF understands that sustained behaviour and social change is effective only when combined with changes in the broader socio-economic environment within which families and communities live and in which children survive and thrive. Its work, therefore, includes addressing underlying and contextual factors, such as government policies, gender inequalities, social exclusion and systems of representation.

C4D guiding principles

Building on the guiding principles of UNICEF and using the Human Rights-Based Approach to programming, particularly the rights to information, communication and participation enshrined in the Convention on the Rights of the Child (Articles 12, 13 and 17), the values and principles that guide the work of UNICEF in the area of C4D include the following:

- Facilitate enabling environments that create spaces for a plurality of voices and community narratives; encourage listening, dialogue, debate and consultation; ensure the active and meaningful participation of children and youth; and promote gender equality and social inclusion;
- Reflect the principles of inclusion, equity, self-determination, participation and respect by ensuring that marginalized groups (including indigenous populations and people with disabilities) are prioritized and given high visibility and the opportunity for their voices to be heard;
- Link community perspectives and voices with subnational and national policy dialogue;
- Start early and address the **whole** child, including the child's physical, cognitive, emotional, social and spiritual aspects;
- Ensure that children are recognized as agents of change and as a primary participant group, starting from the early childhood years; and
- Build the self esteem and confidence of care providers and children.

C4D approach

Formerly known as Programme Communication, Communication for Development (C4D) is defined by UNICEF as a systematic, planned and evidence-based process to promote positive and measurable behaviour and social change that is integral to development programmes, policy advocacy, humanitarian work and the creation of a culture that respects and helps realize human rights. C4D uses research and consultative processes to promote human rights, mobilize leadership and societies, influence attitudes and support the behaviours of those who have an impact on the well-being of children, women, their families and communities.

Working in partnership with national governments, civil society organizations and development agencies, UNICEF uses social and behavioural data and evidence to plan, implement, monitor and evaluate communication initiatives that help increase knowledge, understand and shift attitudes, and facilitate positive behaviour and social change around issues that affect children's and women's well-being and the realization of their rights. The current thinking in C4D draws upon key human-rights principles – participation, equality, non-discrimination, indivisibility and interdependence. The participation of stakeholders throughout the C4D strategic process allows for local and cultural specificities and perspectives to be included in the design, testing and implementation of communication strategies. Among the many strategic planning models used for behaviour and social change, UNICEF has adopted an approach that integrates the best elements from several models, while also ensuring that key principles of human rights, gender equality and results-based management standards are addressed.

UNICEF uses a combination of strategies, including advocacy, social mobilization and a mix of interventions focused particularly at the community and household level to facilitate the process of behaviour and social change. A review of reports from the field indicates that C4D is helping to: (i) garner political support to shape and implement policies and ensure adequate allocation of resources, by amplifying community voices and connecting them to 'upstream' policy advocacy; (ii) motivate and mobilize civil society, community- and faith-based organizations and social networks to help traditionally excluded groups to claim their rights; and (iii) actively empower families and communities to make informed decisions by providing relevant information, helping build skills and self-efficacy, and facilitating community dialogue.

Children are an important channel for reaching families and communities. They are curious, open-minded, and eager to help others and pass on newfound knowledge and skills. As future citizens and caregivers, they are more likely to apply their learning in their personal and social lives. For UNICEF, engaging children as important agents of change is therefore considered an essential strategy for development.

Areas in which C4D principles and methodologies have been successfully integrated include child immunization, HIV/AIDS, polio eradication, community-based sanitation, positive parenting for early child development, female genital mutilation/cutting, early marriage, exclusive breastfeeding, and hand washing.

Human resources and funding for C4D in UNICEF

UNICEF C4D specialists work at all levels – global, regional and country – with the largest numbers working at the country level. At Headquarters, the C4D Unit of four professional staff works in the Gender, Rights and Civic Engagement Section in the Division of Policy and Practice. This Unit provides technical guidance and tools to regional and country offices and global programme sectors, steers policy development, helps strengthen institutional capacity and liaises with other United Nations agencies and international partners, including academic institutions. Two other professionals provide technical support to the organization's preparedness and response to avian and pandemic influenza, and other zoonotic diseases. In the Programme Division, some sections, including the Water, Sanitation and Hygiene Section and Health Section, have C4D specialists.

At the regional level, the regional office in West and Central Africa in Dakar, Senegal, has a Regional C4D Advisor with a team that provides support to 22 country offices. As the understanding of, and demand for, C4D continues to grow, other regional offices are reviewing the need for C4D advisors.

Most of the UNICEF C4D specialists are at the country level. Over 100 national and international C4D specialists work with technical specialists, governments and NGOs on a wide range of social and behaviour issues. They are often housed within the programme group in the country office. In smaller country offices, C4D is part of the media and external relations group. About half of UNICEF Country Offices have dedicated C4D specialists, while the rest task their communication specialists with the dual responsibilities of media/external relations and the behaviour and social change communication components of the programmes.

Financial resources for C4D are a mix of regular (or core) and supplementary funds. Most funding for C4D-related programming comes from contributions from donors, specifically for behaviour- and social change-related components. As a cross-cutting strategy – similar to participation, gender mainstreaming and human rights-based approaches – C4D methodologies and principles are integrated into sectoral programming. This makes it possible for sectoral programmes to fund the C4D component in their respective areas.

C4D contact within UNICEF

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Notes

¹ The Rome Consensus, 2006, *World Congress on Communication for Development: Lessons, Challenges and the Way Forward*, The Communication Initiative, FAO, The World Bank, pp. xxxi-xxxvi. Washington, D.C., 2006.



COMMUNITY INFORMATION BOARD

Our Children, Our Future

Year _____

Total number of children less than one year old.....
 Number of Primary Schools.....
 Children (12-15 years) Male..... female.....
 No of Community Improved Water Sources.....

Year Girls..... Boys.....

	Jan-Mar	Apr-Jun	Jul-Sep	Oct-Dec
Birth	50	2		
Children who have received first dose OPV at birth	20	15		
Children who have received DPT 3	15	10		
Children with night blindness	80	5		
Children in primary school (boys..... and girls....)	100	80/2		
Children with Sustaining insecticide Treated Nets (ITNs)	10	50		
Children with latrines	5	100		
Children with access to community water sources	15	3		
Children attending antenatal clinic	20	2		
Children attending pregnancy or within 6 week of delivery	20	4		
Children within one month of birth	10	20		
Children under 5 years of age	20	5		
Community sessions held	6	2		
Parent Association meetings held	3	4		



NIGERIA: Igniting social change via community information boards

- Helping communities come together to identify and tackle child health problems more easily;
- Strengthening self-determination and ownership of development action within communities; and
- Motivating community and religious leaders to facilitate discussions on key issues and promote agreed action to resolve these challenges.

Background

Nigeria, with a gross domestic product (GDP) over \$212 billion in 2009¹, is the second largest economy in sub-Saharan Africa and aims to become one of the top 20 largest economies in the world by 2020. While it is a dominant player in the African Union, the New Partnership for Africa's Development (NEPAD) and in the Economic Community of West African States (ECOWAS) the country is not on track to achieve the Millennium Development Goals. With a population of over 158 million², Nigeria is the most populous country in Africa. Moreover, after India and China, it has the third highest number of poor people in the world.³ Over 50 percent of the population lives below the international poverty line,⁴ resulting in some of the worst social development indicators outside conflict and post-conflict areas.⁵ One in every 10 children dies before reaching the age of 5, and about 7 million children do not attend school. Maternal mortality rates remain high, with approximately 42,000 women dying annually due to pregnancy-related problems. In addition, more than 3 million people are living with HIV/AIDS, the second largest number for any country in the world.⁶

Project rationale

A combination of low knowledge levels, traditional customs and norms translate into practices that compromise the care given to young children and are often harmful to their survival and development.⁷ The limited capacity of parents and communities to provide appropriate and adequate care to children within the home and the broader community has been identified as a key gap in the delivery and utilization of basic health services. Research has revealed that although there are several participatory communication channels to promote improved child care at community level – for example, house-to-house counselling, talks at health facilities, community dialogues and community theatre – these are not adequately supported by community leaders and community structures.⁸ Most government ministries do not support policies promoting communication for behavioural and social change, and as a result the human and financial resources necessary to deliver effective communication services at the village level are lacking. This is regarded as a major contributing factor to the low rate of adoption of improved child care practices by households.

Short-term and often superficial information and communication campaigns do not lead to increased uptake and sustained practice of improved child care services. This was evident in the drive for Universal Coverage on Immunization, when child immunizations fell below target shortly after the end of the campaign. There is widespread recognition among key development actors that maternal and child care issues need to be constantly underscored if they are to be kept high on communities' own development agendas. In response to these issues, the Engaging Communities Strategy was expanded to help communities identify their maternal and child health problems more easily and to facilitate 'ready content' for dialogue and action to ensure the well-being of children and their communities.

Implementation approach

The Community Information Board (CIB)

The CIB is a community-driven mechanism designed to capture basic social and development information, which is then used to monitor progress on addressing child health and welfare issues in an equitable manner. It is also used by communities to:

- increase understanding and knowledge within the community;
- improve skills and practices within the household and by influential members of the community;
- increase engagement in community affairs by all sections of society, especially women and children;
- facilitate more equitable access to information;
- increase the sense of self-determination and community ownership of development initiatives;
- generate topics for discussion in various local level forums, including health facilities, peer and community dialogue sessions and community development association meetings;
- provide themes and materials for local interactive theatre;
- motivate traditional and religious leaders as well as community development associations to generate discussion and action;
- help monitor and correct negative practices and sustain positive behaviours; and
- act as a catalyst for common action.

The CIB is intended to complement existing community engagement processes such as community dialogues and community theatre.

Development of the CIB

Agreement was reached through a consultative process, involving local community leaders and civil society organizations (CSOs) as well as government bodies and UNICEF, that 16 child survival, development, protection and participation indicators would be tracked by communities using a Community Information Board.⁹ The Board concept was pre-tested with various groups within communities, including women and young people, before being revised to make it more user-friendly. Guidelines on how to use the Board were developed jointly by community leaders representing the six regions within the country as well as resource persons drawn from NGOs and universities with technical input provided by the Government and UNICEF.

Using a two-tier 'cascade' process, UNICEF organized training for Recorders and members of the Community Development Committees. First, university lecturers from across the country, together with staff from UNICEF NGO partners, participated in national-level training-of-trainers (TOT) workshops. Second, TOT participants, equipped with new levels of confidence, knowledge and skills, returned home to train local people on the selected indicators. The local-level training focused on: (i) increasing people's basic knowledge of each of the 16 indicators both within and around their communities; (ii) demonstrating how to collect and collate information on each indicator and then enter it quarterly on the Information Board; and (iii) developing a system to link the information on the Board to community discussions and actions. These local training sessions were organized by local or zonal UNICEF offices in collaboration with the relevant State Ministry of Information. UNICEF also helped to develop a training guide to be used primarily by NGOs as a resource for training and monitoring processes within communities. Following the local-level training, CIBs were placed in each of the 222 focus communities identified in the joint cooperation programme between UNICEF and the Government of Nigeria.

Using the CIB

Each indicator is recorded on the Community Information Board, which is placed in a prominent position within villages, and updated quarterly by a Recorder who is generally an assigned member of the Community Development Association. The Recorders, several of whom are women, use information from daily and weekly entries in Community Information Notebooks to update the Boards.¹⁰ Information is kept on the Board for one year, at which point it is 'archived' or held in a secure place within the community. Recording of information then begins afresh on the wiped board at the start of another year. The Traditional Leader and the Village/Community Development Committee are principally responsible for maintaining the CIB and ensuring the involvement of all sections of the community. All groups have a chance to participate in responding to issues that arise from a common analysis of the implications of information on the Board and in agreeing on ways to address problems and move forward within the community. Participation takes place through one or more local-level communication forums, such as community and peer group dialogues, local theatre and home counselling.

In practice, the successful use of the CIB to date has depended in part on the literacy level of resource people within the community. Information on the indicators remains incomplete in those communities that do not have a back-up literate resource person to update the Board when the Recorder is unavailable. In some communities, the highlighting of illiteracy in this way has spurred parents to send their children to school. In conflict-affected areas of the South-South zone, communities have reported difficulties in retrieving information on key indicators from households. In these areas, safety and security take precedence over updating of the CIB.

Scaling up the initiative

In the South Eastern state of Ebonyi, a local NGO, the Mother and Child Initiative, is championing a drive to extend the CIB beyond the initial 13 localities supported by the Government and UNICEF. The NGO is seeking to get the state government to procure and distribute boards to all communities in the state.

Project partners

The project is a joint initiative involving UNICEF, the Ministry of Information at the federal level and the Departments of Information at the state level. The Ministry of Information works with UNICEF to plan and conduct national orientation and training sessions that are attended by representatives from the State Information Departments who are responsible for organizing local-level training and supporting communities at local level.

Contributions of the C4D approach

The Boards have been in use for just under three years. Nevertheless, feedback received from communities to date suggests that analysis and discussion of information on the Community Information Boards contributes to:

- increasing the focus on the day-to-day well-being of women and children and recognition of their rights;
- stimulating communities to discuss the best way of addressing issues on the Board;
- encouraging communities to track information on their own development;
- creating a common understanding of development problems; and
- acting as a catalyst for local assessment, planning, implementation of action plans and thus build local ownership of services and programmes.

Some of the most important insights on the role of the CIB as a catalyst for social change have come from community leaders. An initial assessment of the contribution of the Communication Information Board to the strategy of inclusion, participation and self-determination principle in community development is well captured

by Suleiman Shaibu, Health Officer, Dotsa Settlement in Bakori LGA of Katsina State, who also collates and enters data onto the CIB, who reported:

The data has helped us to know the value of life, how to take good care of ourselves, especially our children and women. Through the use of the CIB, the community has been able to track and seek for help after due community consultations, better appreciate the importance of immunization and thus religiously make children available at the health centre for appropriate immunization. The number of latrines in the community increased within the year, after several community dialogues on sanitation, from less than 10 to 40 latrines in the community. The community also organized a joint effort to rehabilitate the latrines for the primary school, and the gains made from the Drug revolving fund have been dedicated to cater for the needs of orphans and vulnerable people in the community.

Key lessons learned

Key lessons included:

- Maintaining communities' interest in dialoguing on issues related to the well-being of children and their families requires that those issues are kept firmly at the forefront of public attention and on the community's own development agenda;
- The leadership and support provided by traditional leaders and community development committees is vital to the successful use of the CIB;
- Using women as Recorders has led to increased openness, encouraged greater cooperation among households and increased their willingness to provide data to update the Board; and
- Providing communities with incentives for maintaining CIBs to a high standard, such as Letters of Commendation, should be considered.

Notes

¹ Global Finance cites World Bank statistics found at <http://www.gfmag.com/gdp-data-country-reports/207-nigeria-gdp-country-report.html>.

² World Bank, World Development Indicators, 2008.

³ African Development Bank, Country Strategy Paper, Federal Republic of Nigeria 2005-2009.

⁴ According to World Bank estimates, 2005.

⁵ DFID Nigeria.

⁶ DFID Nigeria.

⁷ For example, nearly 80 percent of mothers or caregivers cannot recognize symptoms of pneumonia, only 20 percent of mothers know how often to take a child for immunization, nearly 90 percent of mothers supplement breastfeeding with water or other substances three months after birth, and fewer than a quarter of children are registered at birth.

⁸ Community Development Committees/Ward Development Committees.

⁹ Selected indicators include immunisation, sanitation, use of safe water, reducing infant, under five and maternal mortality, gender sensitivity, registration of births, basic education, community participation (especially in community dialogue sessions and Community Development Committee meetings, nutrition, and use of insecticide-treated bed nets.

¹⁰ Each Recorder has a Community Information Notebook or register into which he or she enters information on each indicator when it is collected. At the end of each quarter the information in the notebook is collated and entered on the CIB.





BANGLADESH: Empowerment of adolescents

- Using peer-to-peer learning approaches to build life skill capabilities of young people;
- Promoting intergenerational dialogue on sensitive social issues through community support groups; and
- Involving young people in setting indicators to measure social change.

Background

Bangladesh has made impressive socio-economic gains since the 1980s. Millennium Development Goal 3 has been achieved, as there is now the same number of girls and boys in primary and secondary education.¹ The country has also made significant progress in achieving other MDGs. It is on track to achieve the targets of halving the proportion of people who live below the national poverty line, achieving universal primary education, and reducing the under five and infant mortality rates.² It is also on track to achieve the targets of containing the spread of communicable diseases like HIV/AIDS, malaria and tuberculosis. More women are economically active, and women's employment rate (67 percent) is higher than the rate in neighbouring countries.³

The country's recently completed 2nd Poverty Reduction Strategy Paper, 'Moving Ahead: National Strategy for Accelerated Poverty Reduction (NSAPR)', acknowledges this progress but recognizes that substantial challenges remain as the country still lags behind in respect of other MDG targets and indicators such as 'halving the proportion of people who suffer from hunger, completion of primary schooling, reducing maternal mortality and increasing adult literacy'. Inequality has increased among social groups and various areas of the country. Adult women's literacy (49 percent) is lower than that of neighboring countries. Female-headed households are increasingly likely to be poor; 80 percent of jobs are still in the informal sector; child labour is widespread, and poor infrastructure reinforces geographic isolation. Landlessness is also a key contributing factor to poverty.⁴ Expenditure on education, training and research accounts for 22.5 percent of the NSAPR budget; 20.6 percent is allocated to infrastructure that promotes pro-poor growth and 11.7 percent of the budget is devoted to the promotion of good governance and public services.⁵

Project rationale

In Bangladesh, adolescence⁶ is not viewed as a distinct phase of life with its own particular psychological and social needs.⁷ A culture of pervasive gender discrimination results in girls and boys being treated differently from birth and leads to inequalities in nutrition, health and education status. Research indicates that more than 50 percent of adolescent girls are undernourished and anemic as a result of gender and cultural factors as well as poverty.⁸ Differences between girls and boys become even more marked with the onset of adolescence when girls' ability to take advantage of learning and income earning opportunities is limited due to restricted mobility. Child marriage further marginalizes girls. Although 18 is the legal age for girls to marry, recent surveys indicate that 66 percent of women aged 20-24 were married before that age and one third of women were married before 15.⁹ Studies indicate that girls, especially from poor rural areas, are often withdrawn from school after their marriage.¹⁰ The dowry system serves to reinforce traditional societal views on child marriage.

The UNICEF-supported project *Kishori Abbijan*¹¹ aims to address the problems of marginalization of, and gender discrimination against, young people and give them a say in their own future by: (i) empowering adolescents, especially girls, to become not only competent, but connected, caring and committed members of society; and (ii) creating and sustaining a supportive environment for adolescent girl development at the household and community level.

Implementation approach

Kishori Abhijan, which means ‘adolescent’s journey’ in Bangla, was piloted between 2001 and 2005. A second phase began in 2006 and is due to be completed by the end of 2010. To achieve the two key objectives outlined above, a multi-pronged and equity-focused strategy was developed which focuses on fulfilling and protecting adolescent rights in four main areas: their right to develop capacities, through information, life skills and livelihood skills; their right to have access to a range of services and opportunities; their right to live and learn in safe and supportive environments and their right to participate in decisions that affect their lives. Five core C4D initiatives are central to delivering this strategy. The first focuses on equipping young people, particularly girls, with ‘life skills’ – building their confidence and self esteem through acquiring capabilities such as critical thinking, negotiation and decision-making. A second initiative, closely linked to the first, aims to harness broad community support for changes in social behaviour and cultural norms which have a negative impact on the well-being of adolescent girls. A third element concentrates on enhancing the knowledge and training skills of government and NGO partners to allow them to reach out effectively to young people. The fourth advocates that adolescent issues be treated as a separate component within the National Children’s Policy. A systematic research and monitoring element was introduced in 2006 at the beginning of the second phase of the project. It now functions as a fifth important C4D tool involving young people and other stakeholders in agreeing project objectives identifying indicators and ongoing monitoring of interventions.

Project partners

Kishori Abhijan was initially a joint initiative of UNICEF, UNFPA, the Bangladesh Institute of Development Studies, the Bangladesh Rural Advancement Committee, the Centre for Mass Education in Science, and the United Nations Foundation. Over time, the partnership evolved and currently includes various government bodies as well as national and international NGOs. The Ministry of Women and Children Affairs, the Department of Women’s Affairs and the Bangladesh Shishu Academy are responsible for coordinating and implementing the project. The Ministry of Women and Children Affairs has a critical responsibility for securing legislative support for the project. The Bangladesh Shishu Academy has primary responsibility for supporting peer leaders to conduct peer-to-peer sessions with their fellow students from government-run schools in 64 districts. The Ministry of Youth and Sports also cooperates with the project through the vocational training element and, more recently, on sports for development. The Bangladesh Rural Advancement Committee and the Centre for Mass Education in Science implement the project within the communities and Save the Children Australia provides technical support on issue-based Life Skills-Based Education (LSBE).

C4D tools

(i) Promoting Life Skills-Based Education

To date, approximately 100,000 adolescents, of which around 60 percent are girls, participate in LSBE sessions organized in adolescent centres where they are encouraged to learn life skills through a ‘peer-to-peer’ approach. The Bangladesh Rural Advancement Committee and the Centre for Mass Education in Science have set up and are currently operating close to 3,000 of these centres in 28 rural districts. In addition, 128 government high schools in 64 rural districts are involved in the LSBE process through the Bangladesh Shishu Academy. By participating in LSBE training-of-trainer sessions, teenagers acquire the skills to carry out peer-to-peer discussions back in their own communities. The training process also aims to build young people’s capacity to take a leading role in advocating for specific actions to bring about change within their communities through information dissemination and other forms of interaction. Training in Interactive Popular Theatre (IPT) techniques has led to the creation of adolescent theatre groups that perform in their local communities. Peer leaders, drawn from among the adolescents, work closely with other teenage girls in the organization of community-level peer-to-peer sessions.

In Chapai Nawabganj, a village in Western Bangladesh, peer-to-peer sessions helped Mosamad break off her pending marriage. The peer leader, Rina Akter, and other members of Kishori Abhijan appealed to the girl's parents to cancel the wedding. At first the parents resisted. They believed if they waited, it would be difficult to arrange a marriage for her. "But we told them that if their daughter studies and becomes educated, then she would find a job for herself," said Ms. Akhter. "That way her future would be better, and at the same time, their future would be better too." Thanks to that intervention, Mosamad remains single, and in school. She says she will decide her own career and will wait to get married, at a time of her own choosing.

In order to help reduce young girls' social isolation, delay the age that they marry and boost their participation in community affairs the LSBE programme also includes training on various sustainable livelihood options. Of the 1800 adolescent girls who have received training in such options around half of them are currently engaged in some form of income generating activity.

(ii) Enhancing community support for shifts to accepted social and cultural behaviour and norms

Adolescent girls can only overcome widely accepted social and cultural norms, such as early marriage, with support from their families and communities. Support groups, backed by parents and influential figures such as teachers and religious leaders, have been established at the local level to help promote a more enabling environment for young people within their community. These groups aim to promote intergenerational dialogue on a range of often sensitive and complex issues and support change in attitudes and social norms. The process of attitude change at the local level is also promoted through Interactive Popular Theatre groups that draw their material from some of the key issues under discussion in the community groups.

(iii) Building institutional capacity of government and NGO partners

UNICEF familiarizes its government and NGO partners on the principles underpinning LSBE and, through TOT, trains them to deliver sessions on various elements of LSBE to adolescents. An important aim is to strengthen the knowledge base within UNICEF, government and NGO partners in order to increase their support for, and capacity to reach out to, adolescents. In order to integrate and scale up a commitment to LSBE within government institutions the project, with technical support provided by Save the Children Australia, aims to build an LSBE resource pool of government officials across the 64 districts.

(iv) Adolescent social policy formulation

A working group on the National Adolescent Policy, which is closely linked to the Ministry of Women and Children Affairs, has been set up to lobby members of the National Children's Council and to secure their support for adolescent issues to be treated separately within a revised National Children's Policy.

(v) Research and monitoring

A baseline survey carried out in 2006 was followed up with several district-level workshops in which adolescents and other stakeholders were actively involved in revisiting and setting objectives and identifying four key impact indicators – attendance, knowledge, communication and action – as well as other monitoring tools. Young people also participated in the testing of the monitoring and evaluation framework at the local level. Since 2007 they and other community members have used the indicators to monitor activities and track social and behavioural change. Analysis of findings from two further rounds of data collection since 2006 has informed project interventions.

Contributions of C4D approaches

There is increasing evidence that C4D approaches are having a positive impact on the empowerment of girls in Bangladesh:

- (i) Community support groups are becoming important forums in which to address common concerns and increase awareness of the role of duty-bearers within communities. Regular meetings, attended by parents, influential members of the community and teenagers, have contributed to improved understanding and tolerance of adolescents and strengthened wider community support for young people. Discussions in these groups have raised issues such as securing dowry payments, legal and gender rights, delaying marriage and enhancing safety of young girls. In some cases child marriages have been prevented. There are reported instances of adolescents approaching parents who were planning their daughter's marriage and persuading the parents to postpone it, including the following report by Rosy Parvin, a unit organizer for the Kishori Abhijan project in Chapai Nawabganj, near the Western city of Rajshahi:

"In the past, a village girl did not have any right to talk about herself. Today, she can talk with her parents and also negotiate with them. She can say if they are doing something wrong."¹²

- (ii) Interactive Popular Theatre has helped to raise awareness of adolescent-related issues, especially child marriage and the dowry system. Adolescents also act as 'young reporters', and in six districts they reported cases of early marriages to national and local papers, which subsequently covered these stories contributing to broader awareness of the issue.
- (iii) Acquisition of livelihood skills and engagement in specific income generation activities has resulted, in some cases, in girls either staying in school or returning to school after marriage. Enhanced skills and income earning potential have influenced parents to delay the marriage of their daughters.
- (iv) Social networks and ownership of social action initiatives, built through the intergenerational dialogue at community support groups, have been strengthened.
- (v) The participation of men – fathers, adolescent boys, members of union parishad (local government unit), imams and others – in the community groups and in discussions on life skills and rights-based concepts has increased through specific community-focused activities.
- (vi) Savings and credit initiatives, tailored specifically to the needs of adolescents, have in some districts enhanced self employment opportunities for adolescents and the amount of income earned.¹³

Key lessons learned

One lesson learned is that life skills education and economic business skills are not sufficient on their own to equip a 15-year-old girl to convince her parents and community to delay her marriage. It is critical to work on social norms and beliefs in order to promote the desired changes and community mobilization as well as capacity-building of stakeholders. This was demonstrated effectively in the second phase of the project. Another key lesson learned was that effective intersectoral coordination and dynamics among relevant ministries, departments, NGOs and communities are important in creating a supportive environment for adolescents.

Notes

- ¹ *Moving Ahead: National Strategy for Accelerated Poverty Reduction (FY2009–2011)*, Government of Bangladesh, 2008. [http://www.lcgbangladesh.org/aidgov/WorkShop/2nd%20PRSP%20Final%20\(October-2008\).pdf](http://www.lcgbangladesh.org/aidgov/WorkShop/2nd%20PRSP%20Final%20(October-2008).pdf)
- ² Ibid.
- ³ Ministry of Foreign Affairs, Denmark, January 2010: <http://www.ambdhaka.um.dk/en/menu/TheEmbassy/News/EmbassyOfDenmarkAttendsJointGovernmentDonorWorkshopOnTheUpcoming2ndPovertyReductionStrategyForBangla.htm>
- ⁴ Bangladesh Draft Country Review Paper prepared by the Economic Relations Division, Ministry of Finance, Government of the People's Republic of Bangladesh, with support from ESCAP, January 2010, <http://www.unescap.org/LDCCU/Meetings/BPOA-Jan2010/CountryReports/Bangladesh.pdf>
- ⁵ Bangladesheconomy.wordpress.com
- ⁶ The World Health Organization (WHO) defines adolescent as a person between 10 and 19 years of age
- ⁷ Kishori Abhijan Basline Survey Findings, 2007.
- ⁸ Bangladesh Nutrition Survey, 1998 cited in Adolescent girls in Bangladesh, UNICEF, 1999:p.22
- ⁹ Multiple Indicator Cluster Survey, 2006; Bangladesh Demographic and Health Survey 2007:p.79
- ¹⁰ Ministry of Health and Family Welfare (MOHFW) ,1998.
- ¹¹ *Kishori Abhijan* was developed following a joint UNICEF/UNFPA assessment on the 'Situation of Adolescent Girls in Bangladesh'. The work of UNICEF on Kishori Abhijan is complemented by UNFPA's work with married adolescents, their families and community leaders on reproductive health needs of adolescents.
- ¹² UNICEF, *Empowering Girls by Challenging the Tradition of Child Marriage*, http://www.unicef.org/infobycountry/bangladesh_35505.html?q=printme



3. United Nations Development Programme

PHILIPPINES: Improving governance and service delivery through citizen engagement

LIBERIA: Engaging people in governance through radio call-in programmes





UNDP

3. United Nations Development Programme

Organizational mandate

On 1 January 1966, the United Nations Development Programme (UNDP) came into being as a result of the consolidation of the United Nations Expanded Programme of Technical Assistance and the United Nations Special Fund and in line with General Assembly Resolution 2029(XX) 1965.¹ The mandate of UNDP is to: (i) facilitate planning and coordination; and (ii) increase the overall effectiveness of the various types of technical cooperation programmes carried on within the United Nations system of organizations.² In 2008, the Executive Board of UNDP reaffirmed these two mutually reinforcing roles for the organization.³

Core tenets underpinning the work of UNDP

The organization's core tenets include the United Nations Millennium Declaration⁴ and the Millennium Development Goals; the 'human development' paradigm as developed through the *Human Development Report* since 1990; a human rights-based approach to programming; the delivery of effective aid in line with the principles of the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action; and South-South cooperation.

Key UNDP strategic focus areas

In its strategic plan 2008- 2013,⁵ UNDP identifies two core roles:

- Strengthening the United Nations development system's effectiveness, efficiency and coherence; and
- Providing policy and technical support to and supporting intersectoral linkages across the areas of poverty reduction, democratic governance, crisis prevention and recovery, environment and sustainable development.

Promoting gender equality and women's empowerment is integral to the work of UNDP in all these areas, which helps programme countries to strengthen their own capacity to design and implement nationally owned development strategies. UNDP works jointly with governments, in partnership with other United Nations organizations, civil society and the private sector.⁶

Rationale for integrating C4D into the work of UNDP

Many people, particularly the poor and most vulnerable in society, do not have a say in how they are governed and how decisions on development priorities are made and implemented. This is a major obstacle to national ownership.⁷ UNDP considers that communication for development is a critical driver in combating the political and social exclusion of poor people and in securing the participation essential to building a sense of common or national ownership of development plans and governance processes. UNDP believes that C4D approaches not only play a vital role in participatory development, which emphasizes the importance of local knowledge and direct participation in the project cycle, but are also intrinsic to 'participatory governance' and social accountability processes whereby people act to hold government to account and their actions are supported by a range of stakeholders, including the media. Many poor groups are unable to use formal mechanisms such as the courts, so C4D-facilitated measures such as protests, lobbying, public and political campaigns become extremely important ways to strengthen the accountability of states to their poorer citizens.⁸

C4D guiding principles

The work of UNDP on C4D can be seen as the operationalizing of a number of key principles that lie at the heart of a human rights-based approach to development and which help to secure sustained development effectiveness:

- Building and enhancing the capacities of women and men;
- Enhancing national ownership;
- Addressing gender inequities;
- Promoting transparency through accessible, timely, reliable, relevant and user-friendly information;
- Nurturing an enabling decision-making and policy environment by listening to people's views and concerns and responding to these in an impartial way in the design and implementation of policies and practices; and
- Fostering accountability through *answerability* – the obligation to provide an account for actions and *enforceability* – ensuring that action is taken when accountability fails⁹

C4D approach

UNDP currently addresses C4D issues through four pillars of its democratic governance work: (i) strengthening communication mechanisms for vulnerable groups; (ii) strengthening legal and regulatory environments for promoting the right to information and freedom of expression; (iii) raising awareness of the right to information, freedom of expression and other governance issues such as government accountability; and (iv) developing the capacity of independent and pluralist media.

In relation to the first pillar, UNDP has developed a communication for empowerment (C4E) framework as part of its efforts to create the pre-conditions for strengthening the voice of poor people in public life. The C4E approach consists of three basic elements: (i) information and communication assessments to establish the information and communication needs of poor people and identify gaps where those needs are not being met; (ii) review of the media context based on existing research at the national level; and (iii) programme interventions informed by assessment findings aimed at ensuring the poor and marginalized are able to participate in decision-making processes that directly impact on their lives. This approach was piloted over a period of two years in five countries.¹⁰ The process was iterative with later studies being informed by experiences from the earlier pilots. The C4E framework is currently being refined to take account of the findings from the pilots.

UNDP integrates Communication for Development not only within its democratic governance work to support key priorities such as elections, local governance, anti-corruption and access to justice, but also increasingly mainstreams C4D activities across other practice areas.¹¹ For example, in Pakistan UNDP has supported joint planning processes involving local communities, local government bodies and local implementing parties that helped to secure local support for diversified livelihood strategies and build local ownership of wetland conservation efforts. In Guatemala in 2005, UNDP supported a broad multi-stakeholder dialogue in order to build a new vision for education in the country. Before the 2007 elections in Sierra Leone and Kenya, UNDP engaged national media to raise awareness of issues and encourage public debate on the electoral process. In Yemen, UNDP and the United Nations Capital Development Fund (UNCDF), as part of their backing for the development of the local authority system, supported a participatory Public Expenditure Management approach that encouraged local communities, including the most vulnerable groups, to engage actively in local planning processes.

As part of its support for improving development effectiveness and the overall coherence of the United Nations system, UNDP collaborates with other United Nations organizations to advocate for the institutionalisation of C4D within the United Nations by lobbying for the approach to be integrated into core planning and programming instruments – the Common Country Assessment and the United Nations Development Assistance Framework.

Such collaboration places increased emphasis on demonstrating the benefits of C4D across the United Nations, particularly within the United Nations country teams, the United Nations Resident Representatives and the United Nations Development Group (UNDG) and with core external constituencies.

Human resources and funding for C4D within UNDP

The UNDP Oslo Governance Centre (OGC) worked on C4D at the global level from 2003-2009 as part of its overarching mandate on Access to Information. C4D is currently an integral part of the Access to Information and E-governance service delivery platform and is supported by the headquarters in New York. Increasingly, as illustrated in the above examples, C4D approaches (and C4E dimensions) are seen to be relevant and necessary in all areas of UNDP work and these are generally included within country programme and project budgets. C4D activities are supported by both programme and communications staff, including by the Liaison Office in Geneva. UNDP does not have dedicated staff working on Communication for Development.

C4D contact within UNDP

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UNDP Liaison Office, Geneva: Adam Rogers, Strategic Communications Advisor, adam.rogers@undp.org

Notes

¹ GA Resolution 2029 (XX) 22/11/65: Consolidation of the Special Fund and the Expanded Programme of Technical Assistance in a United Nations Development Programme <http://daccess-dds-ny.un.org/doc/RESOLUTION/GEN/NR0/217/92/PDF/NR021792.pdf?OpenElement>

² Ibid.

³ General Assembly Resolutions A/RES/59/250 (clause 60), 2004 and GA A/RES/62/208 (clause104), 2008; and GA Resolution 2029 (XX) <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N04/491/26/PDF/N0449126.pdf?OpenElement> <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N07/476/25/PDF/N0747625.pdf?OpenElement> <http://daccess-dds-ny.un.org/doc/RESOLUTION/GEN/NR0/217/92/PDF/NR021792.pdf?OpenElement>.

⁴ United Nations General Assembly Resolution A/RES/55/2. <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N00/559/51/PDF/N0055951.pdf?OpenElement>

⁵ UNDP strategic plan, 2008 -2013 <http://www.undp.org/execbrd/word/dp07-43Rev1.doc>

⁶ Ibid.

⁷ UNDP, 2010, 'Guidance Note on Fostering Social Accountability'.

⁸ Ibid.

⁹ UNDP strategic plan, 2008 -2013 <http://www.undp.org/execbrd/word/dp07-43Rev1.do> .

¹⁰ Ghana, Laos, Madagascar, Mozambique and Nepal.

¹¹ UNDP has five main development 'practice' areas: poverty reduction, democratic governance, crisis prevention and recovery, environment and energy and HIV/AIDS.



GROUP III

1. > EDUCATION

2. > MEDICINE

3. > HEALTH

4. > DRAINAGE

- 1. Kulang sa pag-
2. KAWALAN
3. ~~ISYU~~ ISYU SA
4. KAKULANG
SYSTEM
5. KAKULAN
SA PAG-
6. MALNUT
& KAKULA
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PHILIPPINES: Improving governance and service delivery through citizen engagement

- Involving ordinary people, especially women, in informing and monitoring service delivery;
- Systematizing feedback mechanisms to improve service delivery in urban areas; and
- Increasing accountability and transparency of local government officials.

Background

The Philippines 2007 mid-term report on achieving the Millennium Development Goals recorded considerable progress in reducing poverty with the proportion of people living in extreme poverty falling from 24.3 percent in 1991 to 13.5 percent in 2003.¹ Nonetheless, poverty in rural areas of the Philippines remains a significant problem and combined with inequality it poses a serious threat to stability in the country. The extent of poverty varies across the regions but is particularly widespread in the southern Philippines, particularly Mindanao.² Poor agricultural productivity, unequal land and income distribution, under investment in rural infrastructure, poor-quality social services and a high population growth all contribute to rural poverty.³ The mid-term MDG report found that significant progress had been made in improving nutritional status, gender equality, reducing child mortality, combating HIV/AIDS, malaria and other diseases and access to safe water. It concluded, however, that the country needed to work harder on achieving MDGs related to universal access to education, maternal mortality and access to reproductive health care if these targets are to be met.⁴

Project rationale

To accelerate the achievement of the MDGs, the Philippines Government's Poverty Reduction Strategy of 2005-2010 prioritized development of appropriate anti-poverty programmes to eradicate extreme poverty. At the same time, the Government prioritized strengthening service delivery at the local government level and asked UNDP and UN-HABITAT for support in 'localizing' MDGs in at least 14-20 cities nationwide. The localization process involves institutionalizing key local governance processes such as setting performance indicators, planning, target-setting, budgeting, gender-mainstreaming, and policy-making. Most activities related to these initiatives are led by local government with very limited involvement by civil society. In many places corruption and lack of accountability negatively affected the localization process and the intended improvements in service delivery.

To address these governance gaps and enhance civil society's involvement in achieving the Millennium Development Goals, UNDP and UN HABITAT developed *CALL 2015* as a pilot project in five cities.

Implementation approach

The main objective of the CALL 2015 project was to promote transparent and accountable governance processes by creating citizens-government face-to-face dialogue and feed-back mechanisms to combat corruption and strengthen delivery of basic services. The principle means of achieving this objective was the MDG Integrity Circle, involving a variety of stakeholders with special emphasis placed on engaging local women. Five of the 14 cities where the larger *Localizing MDG Programme* was being rolled out expressed interest in piloting the CALL 2015 project. In each city an academic institution or a large civil society organization partnered with the city government to form at least one Integrity Circle either at the barangay⁵ (local ward) or city level.

Project partners

The five cities and their main academic and CSO partners were: (i) Science City of Munoz and the Federation of Barangay Health Workers (BHWs); (ii) Tuguegarao and St. Paul University (SPUP); (iii) Dumaguete and Social Watch-Visayas based in Silliman University; (iv) Cagayan de Oro and Xavier University; and (v) Pasay City and the Intercrossers for the Philippines (IFP), a faith-based organization. They were responsible for implementing the action plans agreed by respective Integrity Circles. UNDP worked with local partners to establish the Integrity Circles and facilitated the sharing of experiences in good governance and anti-corruption among local partners. Together with UN-HABITAT, UNDP helped local CSO partners with initial coordination and planning. UN-HABITAT provided a range of technical assistance to the Integrity Circles throughout the project.

C4D tools

(i) Establishing MDG Integrity Circles to facilitate participation

UNDP helped the five pilot cities and their partners adapt the Integrity Circle concept, which had been promoted initially as part of the Philippines Moral Recovery Programme in 1996⁶. Integrity Circles are essentially groups of people from the same locality who are publicly committed to common standards of integrity and professionalism and come together to promote transparent and accountable governance. In each of the five pilot cities local people joined representatives from civil society organizations, academic institutions and government bodies to organize 10 MDG integrity circles at city and barangay levels. The aim of the Integrity Circles was to create broad ownership of local development processes and tailor MDG service delivery according to local needs. The Integrity Circles also hoped to prevent corruption and improve services by ensuring that local government resources were not diverted away from local MDG priorities.

The city-level Integrity Circles were composed of city government officials, academics and CSO representatives. At the barangay level, Integrity Circles comprised respected men and women from local communities known for their honesty and integrity and selected through a community consultation process. These provided a credible voice in pushing for local reforms. The city partner played a key role in the formation of the Integrity Circles. For example, in Cagayan de Oro, Xavier University, supported by UNDP, coordinated the formation of the city Integrity Circle from a core group of CSOs active in electoral reform advocacy and took a leading role in developing its work plan.

Integrity Circle partners identified the particular service-delivery sector they wanted to focus on and then agreed activities to track progress of, and enhance citizen participation in, relevant sectoral projects. For example, in Pasay City the four Integrity Circles prioritized identifying and developing responses to problems facing out-of-school youth. In contrast, the Integrity Circle partners in Dumaguete city chose to put the spotlight firmly on crime and corruption and developed a Citizens Transactions Guidebook to help them do so. The guidebook identified people responsible for specific public services as well as the processes and fees required for particular transactions.

(ii) Building the capacity of Integrity Circle membership

Capacity-building to enable Integrity Circle membership to participate effectively in local governance processes was the cornerstone of the project. UNDP and UN-HABITAT supported the five cities to use selected participatory tools, developed by UN-Habitat, to identify priorities and set local MDG targets. UN-HABITAT conducted workshops on 'Tools to support Participatory Urban Decision Making'⁷ and 'Tools to Support Transparency in Local Governance'.⁸ The former was used as the template to develop the annual work plan for the overall pilot project and for each of the five cities. The latter was used by partners to review different participation and transparency processes and identify strategies and approaches appropriate for a specific project.

A series of capacity-development workshops and other training events were held on a variety of themes, from improving planning and implementation skills to introducing measures to building confidence of Integrity Circle members. The latter was particularly important in the Barangay Integrity Circle in the Science City of Munoz, where members who worked as health workers were initially overwhelmed and dominated by the more experienced women leaders from NGOs and academia.

The city-level Integrity Circles, with their easy access to academic institutions, were largely responsible for building the capacity of barangay Integrity Circles to adapt and use various existing and proven participatory tools and approaches⁹ to replicate sound practices. In Tuguegarao, for instance, St. Paul University assisted the Barangay Tagga Integrity Circle in developing the Community-Based Monitoring System (CBMS) and conducting a baseline survey of all households in the community identifying their development needs and priorities. The findings from the survey were discussed and validated by the community before being posted on a public notice board. The city Integrity Circle also introduced the barangay Integrity Circle members to methods of monitoring progress towards achieving the MDGs. The data collected through the CBMS were uploaded to a computerized database by barangay Integrity Circle members and transformed into household-level maps which identified those households experiencing problems in areas such as health, education and water and sanitation. The CBMS data were then used by the IC as the basis for its development planning and monitoring activities.

The CBMS was also used as a key capacity development tool in other pilot cities. For example, the Central Luzon State University helped members of the Integrity Circle in Munoz to adapt the CBMS to establish a health baseline and identify key indicators to measure impact. Members of the Integrity Circle, which included the 37 women responsible for delivering basic health services to the city's barangays, also received on-the-job training from the university to monitor the delivery of basic health services across the city's barangays and track the achievement of MDG health targets.

(iii) Citizen-government dialogue

Integrity Circles in the five cities sought to use dialogue processes to deepen both the level and quality of engagement with local government bodies. They were equipped with new skills and confidence as well as data from planning and monitoring of project plans and activities. The catalyst for dialogue varied from city to city. For example, in Cagayan de Oro, the Integrity Circle used its involvement with the *Enhancement of the Barangay Tablon Solid Waste Management Programme* as the basis for its discussions with the Government on environmental issues. Issues arising from community-level discussions on participatory monitoring findings informed the first multi-stakeholder dialogue at the city level. This in turn served to 'elevate' the relationship between local people and government to a partnership for improving existing government programmes. This partnership process was facilitated by a newly-elected mayor committed to democratic principles. While in Tuguegarao, the barangay council responded to the Integrity Circle's feedback on the delivery of public services by passing a good governance resolution which included a provision permitting Integrity Circle's members to observe and participate in council proceedings. Up-to-date information from the CBMS together with feedback on local-level projects enabled Integrity Circle members to make a substantial contribution to council discussions.

In all five cities, the dialogue processes helped build trust, tolerance and a shared understanding of development realities between local people and their local government officials. It also generated a widespread sense of ownership within communities of the various development processes and projects. Different types of engagement between citizens and local government led to a number of improvements in how the cities address service delivery and corruption and in some cities acted as a catalyst for the development and implementation of more responsive policies and systems. For instance, the Science City of Munoz incorporated recommendations from the Integrity Circle into health plans while in Dumaguete City the Integrity Circle was involved in the formulation of the City and the Provincial Revenue Plans to improve the collection of the taxes and reduce incentives for landowners to bribe city officials.

Contributions of C4D approaches

Systematic consultation with local authorities paved the way for formulating and updating local legislation and policies to promote transparency and accountability as well as more responsive government. City governments conducted various workshops on local governance for their officials and also provided training on government procurement systems for members of the Integrity Circles. In Tuguegarao, the city government established the CALL 2015 Information Corner and invited the city-level Integrity Circle to monitor and evaluate the performance of the city.

The success of the pilot project resulted in replication of the model both within the five cities and in other cities across the country. For example, in Cagayan de Oro City the ‘integrated watershed approach’ developed in Barangay Tablon for improved management of water and sanitation, was replicated in other city barangays. There are plans to replicate the Integrity Circle programmes in Pasay City to more than a hundred cities and municipalities in the Philippines. The pilot experience led UNDP to support the use of Integrity Circles in local water governance programmes now underway in 36 municipalities in five regions of the country. It also informed the development of the FACES project¹⁰ that focuses on localizing MDGs in more urban areas.

Importantly, the project brought together institutions of higher learning and grass-roots organizations to develop systems to exchange knowledge and information and strengthen governance accountability mechanisms. Universities such as St. Paul University are committed to continue working with communities to help them adapt tools to track MDG achievement and strengthen their participation in local governance through evidence-based information.

Key lessons learned

Key lessons learned included:

- *Broadening participation:* Participatory processes benefit from the involvement of a wide range of groups and institutions. Research institutions can play a vital role in assisting community-based organizations and CSOs to identify and adapt tools to monitor service delivery and use information for evidence-based programming and for holding local government to account.
- *Building responsiveness capacity:* Improving the ability of citizens to make demands on their government representatives needs to be balanced with improving the capacity of local officials to respond effectively to those demands.
- *Institutionalizing accountability systems:* The Philippines underwent a change in the government during the implementation of this project. Some of the local officials, including those that were part of the Integrity Circles, were transferred. New appointees had to be trained which led to interruptions in institutionalizing the participation of Integrity Circles in local governance processes. These delays caused by social and political changes prolong the process of institutionalizing accountability systems and therefore sufficient consideration should be given to the time required for such process.

Notes

- ¹ Philippines Midterm Progress Report on the Millennium Development Goals, 2007
http://www.neda.gov.ph/econreports_dbs/MDGs/midterm/01-96%20UNDP_final.pdf
- ² Medium Term Philippine Development Plan, 2004 -2010.
<http://www.neda.gov.ph/ads/mtpdp/MTPDP2004-2010/PDF/MTPDP2004-2010.html>
- ³ Philippine Briefing Note, Australian Government;
<http://www.usaid.gov.au/country/country.cfm?CountryID=31>
- ⁴ Philippines Midterm Progress Report on the Millennium Development Goals, 2007.
- ⁵ *barangay* means village in Filipino and is the basic unit of government administration in the Philippines
- ⁶ http://www.lawphil.net/executive/execord/eo1996/eo_319_1996.html
- ⁷ UN Habitat, Tools to Support Participatory Urban Decision Making, Nairobi, 2001. <http://www.unhabitat.org/pmss/getPage.asp?page=bookView&book=1122>
- ⁸ UN Habitat and Transparency International, Tools to Support Transparency in Local Governance, Nairobi 2004
<http://www.unhabitat.org/pmss/getPage.asp?page=bookView&book=1126>
- ⁹ Including 'Tools to support participatory Urban Decision Making' and 'Tools to support transparency in local governance'.
- ¹⁰ 'MDG Family-based Actions for Children and their Environs in the Slums'(FACES) is a UNDP project, implemented in partnership with the Local Government Academy (LGA) of the Department of Interior and Local Government (DILG).



LIBERIA: Engaging people in governance through radio call-in programmes

- Generating interest and promoting dialogue within and between communities and government officials on key governance issues;
- Galvanizing young people to take an active role in reconstruction processes; and
- Increasing accountability and transparency of elected officials.

Background

Fourteen years of civil war, from 1989 to 2003, left Liberia as one of the poorest countries in the world, with an estimated annual GDP per capita of \$190.¹ The conflict was due in large part to a significant proportion of the population being denied access to political and economic resources and overall decision-making processes as a result of deep ethnic and socio-economic divisions. The civil war resulted in the breakdown of existing governance and service delivery structures, including education and health systems, particularly outside of the capital. The number of people living on less than \$1 per day increased from 55 percent in 1997 to just over 76 percent of the population in 2001.² The rebuilding process, which began with the 2005 elections, faces numerous challenges including low literacy rates, weak rule of law, severely damaged infrastructure and inaccessible terrain. These problems hamper efforts to build long-term sustainable peace and address the fundamental structural causes that led to the conflict. Nevertheless, although poverty remains pervasive in Liberia some progress has been made since 2005. At present the peace and security situation is improving, access to basic health services and school enrollment rates are increasing and progress is being made in revitalizing the economy, creating employment opportunities and ensuring food security.³

Project rationale

Government, civil society and other key development stakeholders agree that in order to sustain peace in Liberia it is vital to develop and support innovative participatory governance systems that both inform and provide opportunities for all citizens, particularly young people, to understand and influence the various reconstruction and state-building efforts in the country. To this end, UNDP prioritized support to a range of civic empowerment projects that aimed to clarify the roles and responsibilities of all branches of the government in the reform and rebuilding processes and encourage people's participation, particularly of young people in reconstruction efforts. A conviction of the critical importance of people's engagement in strengthening democratic governance led UNDP to enter into a partnership with the Centre for Promotion of Democracy (CPD) in 2005 to support the local non-governmental organization's radio phone-in programme.

Implementation approach

The project focuses on a radio call-in programme, *Know Your Law Makers*, which was developed by the Centre for Promotion of Democracy and began to be broadcast by UNMIL, the official radio station of the United Nations in Liberia in 2003. It aims to involve people directly in governance processes by facilitating a constructive dialogue between them and their elected representatives and government officials. It has three key interlinked C4D initiatives: (i) the development of the radio programme; (ii) mediated interaction between local people and government officials via radio phone-in programmes; and (iii) support to local listening groups.

Partners

The Centre for Promotion of Democracy has a long experience in using radio as a tool both to inform listeners of their fundamental rights as enshrined in the Liberian Constitution and International covenants and to enhance their participation in building a culture of democracy and accountability in the country.⁴ The Centre developed the programme concept for *Know Your Law Makers* in 2003 and worked closely with UNMIL⁵ on the production and transmission of the programme. Over time, the Centre has expanded its involvement in the project from developing the radio programme content to ensuring that people are able to participate in the live discussions. Increasing priority is placed on informing and mobilizing local communities, organizing radio listening groups and facilitating their involvement in the call-in discussions.

UNMIL FM Radio is a significant partner in this project. UNMIL FM Radio began broadcasting on the first day of the UNMIL mission in 2003 and is on the air 24 hours a day. It broadcasts a wide range of programmes⁶, including 12 daily news bulletins in both English and Liberian English. The station has the widest coverage in the country and by broadcasting the programme gives many Liberians an invaluable opportunity to interact with their Members of Parliament and government leaders.

UNDP support for the programme between 2005 and 2009 was instrumental in launching and developing the listening groups.

C4D tools

(i) Development of the Know Your Law Makers radio programme

The format and focus of Know Your Law Makers responds to post-conflict realities in Liberia. The Centre for Promotion of Democracy identifies themes for each programme based primarily on topical events and issues in the country. The Centre's staff, in close cooperation with UNMIL radio producers, then research each theme, produce programme content and develop a script. A significant amount of time is allocated to identifying relevant speakers to participate in live radio discussions. Several Senators and Representatives have shown considerable interest in appearing on the programme. From their perspective it offers an invaluable opportunity to address their constituents directly – a difficult task for many as most roads were destroyed during the war and large parts of the country remain inaccessible during the rainy season. The Centre produces a rolling four-week programme schedule listing the themes to be covered each week. These are circulated to listening groups one week in advance of each radio programme so that group members have an opportunity to discuss amongst themselves and identify questions and points they wish to raise in the live call-in programme.

(ii) Mediating interaction between local people and government officials

The *Know Your Law Makers* programme is a regular weekly one-hour discussion programme. Twice a month the programme adopts an extended interactive forum to give listeners a sense of ownership and a space to voice their opinions and discuss issues relevant to them; the forum is known as the *Palava Hut*.⁷ A staff member of the Centre presents the programme, which has three parts. An initial 15-minute discussion between the guest speaker and the presenter introduces the theme. This is followed by a 15-minute spot for members of the general public to phone in with questions. The remainder of the programme is devoted to moderated discussion among the members of the listening groups who provide views on the earlier discussions and pose questions to the speaker. If at the end of the programme there are many points and issues which have not been addressed, the Centre will consider reintroducing the theme in a subsequent programme. The programme can be viewed as a social accountability tool with citizens using it to demand that elected representatives and key decision makers live up to their obligations and the latter, in turn, using it as a platform to respond to these demands.

(iii) Facilitating participation through listening groups

During the second phase of the project, which began in 2006, the Centre for Promotion of Democracy expanded its activities to facilitate the establishment of radio listening groups initially in two provincial capital cities. Its mobilization activities specifically targeted young people, particularly young men, to promote the establishment of listening groups within their communities. Volunteers interested in forming a listening group were invited to select one person to be their local radio moderator. The Centre's staff trained the radio moderators to facilitate and moderate discussions and coordinate the listening groups' activities. The listening groups were encouraged to meet in existing municipal communal structures and were provided with a radio, a cell-phone and monthly pay-as-you-go scratch phone cards to ensure easy access to the programme.

The primary role of the moderators is to facilitate discussions within the listening groups around the weekly topic and come up with key comments and questions for the phone-in programme. The moderator maintains a summary record of the key concerns and discussion points stemming from the weekly deliberations. During the live radio programme, the moderator (or an appointed member of the group) calls the radio-talk show on the special numbers allocated to listening groups to express the group's opinion. The Centre's staff regularly monitor and support the listening groups to ensure that the dynamics within the group allow everyone to speak and share his/her views. They also play an intermediary role between the listening groups and the radio-show producers by collating and sharing the listening group's opinions and priorities with the producers. This helps the producers to develop future shows around the priority topics identified by their target audience — young people. The programme's format provides greater opportunities for listening groups to participate in programme discussions than for members of the general public who, because of the limited time available, may not get through to the show on the open telephone lines. The success of the two pilot listening groups led to the establishment of radio listening groups in the provincial capital cities of all 15 counties.

Contributions of C4D activities

The radio programme, supported by the mobilization activities, has played a key role in informing the public about the work of their elected officials and has created a forum for discussions between legislators and the public. The programme's success has resulted in several legislators approaching UNMIL with a request to participate on the show. They have recognized that the programme represents the most direct and economical means to reach their constituents without travelling from the capital. For example, prior to the 2005 elections, the current President of Liberia, Ellen Johnson Sirleaf, then head of the Governance Reform Commission, appeared on the show to discuss key governance issues. The phone-in format of this programme has been replicated by other radio stations including one where on a regular basis the President discusses a specific issue with members of the public.

The listening groups' discussions, questions and identification of key points contributes to the 'localizing' of both the issues under discussion and the programme itself. For example, the role of the District Development Committee in local development was discussed in forums across the country with the radio show providing a platform for vigorous debate. Momentum is increasing for media to report on progress and highlight issues to the general public, due in part to the establishment of County Development Steering Committees to oversee the implementation of County Development Agendas and monitor the use of development funds.

The programme acknowledges the need for greater attention to women to enable them to engage more actively in governance issues. In the next phase it plans to establish more women's listening groups that focus on building women's leadership capacity for effective participation in the 2011 election. The programme has been dubbed into local dialects and rebroadcast on community radio stations.

Most significantly, through the listening groups, the Centre for Promotion of Democracy was able to target young people (specifically young men) and provide a positive space for them to engage and have a voice in mainstream

peace and reconstruction efforts. Research has shown that lack of opportunities to voice views, participate in and exert influence on mainstream political and development processes compounds their sense of disempowerment and of being outsiders in their own community. This, in turn, makes them more susceptible to act as spoilers of peace.⁸ Young men played a multifaceted role during the war period and they continue to play a critical role in bolstering the peace and reconstruction efforts. The listening groups offered a space for young men to come together and use the radio call-in programme as a communication channel. The groups have had a positive impact in galvanizing some young people to take a more active role in society. There have been instances of group members organizing and inviting local leaders to community meetings.

Key lessons learned

A major lesson pertains to sustainability. The sustainability and vigor of the listening groups depends on the efforts of the moderators, many of whom also coordinate and organize community activities outside the radio programme. Given the importance of the moderators to the success of such initiatives, an appropriate compensation needs to be provided to ensure their long-term commitment. In those places where moderators have stepped down the listening groups have become inactive.

Another lesson is about outreach. It is important to broadcast in the local language of the target audience. The programme increased its outreach after it was dubbed into local dialects and rebroadcast through community radio stations. Liberia Broadcasting Service has now established a fund to support translation of popular programmes for the benefit of local communities.

Notes

¹ Government and IMF staff estimates based on incomplete data as cited in Liberia's Poverty Reduction Strategy 2008 -2011.

² DFID Overview of Liberia. Available at <http://www.dfid.gov.uk/Where-we-work/Africa-West--Central/Liberia/>

³ Ibid

⁴ Prior to making the *Know Your Law Makers* programme, the Centre for Promotion of Democracy produced *Constitution and Youth*, a programme broadcast on Monrovia-based Radio Veritas. Prior to the 2005 elections, the Centre produced a radio voter education programme.

⁵ United Nations Mission in Liberia.

⁶ Programmes cover a broad range of themes including children and young person's issues, humanitarian activities, current affairs, human rights, reconciliation, Rule of Law, security, women's issues and Demobilization Disarmament Rehabilitation and Reintegration (DDRR).

⁷ Palava Hut refers to small open huts traditionally used as local community meeting places to discuss relevant community issues.

⁸ UNDP's Bureau of Crisis Prevention and Recovery (BCPR), in its seminal report on Youth and Violent Conflicts: Society and Development in Crisis, argues that the youth can either be preservers/promoters or spoilers of peace.

4. Food and Agriculture Organization of the United Nations

EGYPT: Supplying ICTs to improve farmers' livelihoods

TAJKISTAN: Using radio to meet farmers' information needs





FAO

4. Food and Agriculture Organization of the United Nations

Organizational mandate

The mandate of the Food and Agriculture Organization (FAO) of the United Nations, defined in detail in Article I of its Constitution¹ (1946) and reconfirmed by the FAO Conference in 2008², is to raise levels of nutrition, improve agricultural productivity, better the lives of rural populations and contribute to the growth of the world economy. Three global goals drive FAO efforts to achieve its mandate³: (i) reduction of the absolute number of people suffering from hunger, progressively ensuring a world in which all people at all times have sufficient safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life; (ii) elimination of poverty and the driving forward of economic and social progress for all with increased food production, enhanced rural development and sustainable livelihoods; and (iii) sustainable management and utilization of natural resources, including land, water, air, climate and genetic resources, for the benefit of present and future generations.

Core tenets underpinning the work of FAO

The work of FAO is underpinned by its vision of a world free of hunger and malnutrition where food and agriculture contributes to improving the living standards of all, especially the poorest, in an economically, socially and environmentally sustainable manner⁴. FAO continues to lead the Fight Against Hunger and contributes to the achievement of the Millennium Development Goals.

Key FAO strategic focus areas

In its Strategic Framework for the period 2010–2019⁵, adopted in November 2009, FAO has identified the following key areas of work:

- Sustainable intensification of crop production;
- Increased sustainable livestock production;
- Sustainable management and use of fisheries and aquaculture resources;
- Improved quality and safety of food at all stages of the food chain;
- Sustainable management of forests and trees;
- Sustainable management of land, water and genetic resources and improved responses to global environmental challenges affecting food and agriculture;
- Enabling environment for markets to improve livelihoods and rural development;
- Improved food security and better nutrition;
- Improved preparedness for, and effective response to, food and agricultural threats and emergencies;
- Gender equity in access to resources, goods, services and decision-making in rural areas; and
- Increased and more effective public and private investment in agriculture and rural development.

Rationale for integrating C4D into the work of FAO

FAO believes that knowledge and information are essential for people to respond effectively to opportunities and challenges of social, economic and technological changes, including those that help improve agricultural

productivity, food security and rural livelihoods. Knowledge about farming innovations, the latest research findings or pressing policy issues must be effectively communicated among people and institutions in order to be useful. FAO takes the view that Communication for Development processes, which go beyond the one-way information dissemination, must facilitate active participation and stakeholder involvement. They should encompass vital areas such as the cultural dimensions of development, local knowledge and people's engagement in decision-making that are critical components of any development initiative.

C4D guiding principles

The guiding principles and underlying philosophy of FAO work in Communication for Development⁶, informed by over 30 years of work in the field are:

- Recognizing that communication is a mediation process that brings together different social groups to discuss their interests and needs and reach consensus for action;
- Listening to farmers, taking into account their perceptions, needs, knowledge, aspirations, experience, cultures and traditions, is a vital part of the process;
- Promoting stakeholder dialogue to facilitate partnerships and support a holistic approach to rural development and innovation;
- Perceiving communication technologies and media as tools in the process, not ends in themselves;
- Promoting gender sensitivity in communication approaches;
- Advocating an appropriate mix of traditional, local and modern media designed to fit the cultural, social and economic conditions of rural areas in each country; and
- Promoting a rights-based approach to Communication for Development.⁷

C4D approach

Communication is a key component of agriculture and rural development. The systematic use of participatory communication methods and tools can support agriculture and food security by: giving a voice to rural people; fostering participation in policy formulation; improving the sharing of knowledge for agricultural innovation; enhancing community-based natural resources management and people's resilience to climate change.

In recent years, FAO work in C4D has focused mainly on providing assistance to Member Countries, and enhancing developing countries' capacities in the implementation of C4D strategies and services within national agriculture and food security programmes and activities. In particular, the FAO approach focuses on three main cluster areas:

- Rural communication systems, and ICTs in support of agricultural innovation;
- Community-based rural radio; and
- Community-based natural resources management and climate change adaptation.

Human resources and funding for C4D within FAO

Responsibility for C4D within FAO lies with the Office of Knowledge Exchange Research and Extension. The Communication for Development team, located at Headquarters in Rome, consists of four officers who provide guidance and technical support at global, regional and national levels through the organization's decentralized offices in member countries. C4D support is mainly provided within the FAO field programme, with the assistance of national and international consultants, either as full-fledged Communication for Development projects or as communication components within development projects related to the other technical areas of competence of the organization (i.e. agriculture, forestry, fishery, economic and social development).

C4D activities are clustered under the FAO Organizational Result F6 – ‘Improved access to and sharing of knowledge for natural resource management’ – and the related resources are allocated under the following Unit Results:

- Communication for Development strategies and services for natural resources management, climate change and food security;
- Innovative communication methodologies and knowledge-sharing tools for stakeholders participation in agricultural innovation system; and
- Enhance institutional human capacity in research, extension and communication for development to face climate change and food insecurity.

Funding for C4D comes from both the Regular Programme and the Field Programme. Approximately \$200,000 has been allocated to C4D under the Regular Programme for 2010-2011. These resources are primarily used for normative work in C4D, which includes production of case studies, websites and publications. Most of the direct C4D support to Member Countries is funded through the FAO Field programme.

The C4D team currently handles a portfolio of 29 field projects in communication or with a communication component. The budgets allocated to the communication components vary according to the specific support provided to each project making it difficult to determine the exact amount of resources dedicated to communication activities.

C4D contact within FAO

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Notes

¹ FAO Constitution <http://www.fao.org/docrep/x5584e/x5584e0i.htm>

² FAO Basic Text 2008 edition <http://www.fao.org/docrep/010/k1713e/k1713e00.htm>

³ FAO Strategic Framework 2010 – 2019 http://www.fao.org/uploads/media/C2009K5864EnglishStrategicFr_1.pdf

⁴ Ibid.

⁵ Ibid.

⁶ FAO website <http://www.fao.org/nr/comdev/comdev-home/en/>.

⁷ Rome Consensus - Declaration of the 1st World Congress on Communication for Development, Recommendation No. 8, Rome, 2006.



EGYPT: Supplying ICTs to improve farmers' livelihoods

- Identifying and meeting the information needs of the rural communities in a timely way;
- Encouraging farmers to be generators as well as recipients of information; and
- Strengthening communication among key stakeholders in rural and agricultural development.

Background

Egypt covers a total area of 1,001,450 square kilometres¹ and has a population of 78.7 million people.² The most recent Human Development Index ranks Egypt as 123rd out of 182 countries.³ The country is on track to realize most of the MDGs at the national level. Within the current national development plan, the Government has prioritized Upper Egypt, the most deprived region in the country, and has adopted special programmes to ensure equitable benefits of growth, particularly in relation to public spending.⁴

The agricultural sector is an important component of the national economy. It employs about 8.6 million people, contributes 14.8 percent to the GDP and accounts for about \$900 million in exports.⁵ The net capital outflow from agriculture to other sectors helps finance economic and social development in the country. Prior to the 1980s, Egypt's agricultural extension services had been delivered by a vast network of specialized research institutions, central laboratories, regional research stations and extension centres. The transfer of knowledge was largely top-down and one-way – from the extension workers to the farmers. The economic changes introduced in the 1980s and 1990s had a major impact on the agricultural sector. Initiatives aimed at liberalizing crop prices and the cost of inputs, developing a solid agricultural infrastructure and enhancing the skills of the agricultural labour force resulted in significant changes to the traditional system of agricultural production and substantial increases in crop productivity. This presented the country's agricultural research and extension systems with new challenges as well as new opportunities, and it became evident that enhanced information access and knowledge sharing, with farmers at the centre of this process, were critical if these challenges were to be met and the opportunities taken.

Project rationale

Economic liberalization measures within the agricultural sector, combined with an extensive modernization of the telecommunication system in the 1990s, called for innovative communication approaches to address extension challenges within the areas of agriculture and rural development. Weak links and slow communication between extension and research and the lack of farmer participation in setting research priorities were identified as two key problems. If these problems were to be overcome, the extension units needed to be more proactive and view the beneficiaries of their services as providers, as well as receivers, of information.

The Virtual Extension and Research Communication Network (VERCON) was launched in 2000 by the Ministry of Agriculture and Land Resources in collaboration with FAO. The project was designed to meet the information needs of all rural stakeholders by strengthening the capacity of existing Internet-based systems to generate, transmit and retrieve information. VERCON highlighted the potential of new information and communication technologies (ICTs) in delivering development-related information and led the Ministry to consider ways to expand the project's outreach. The result was the Rural and Agricultural Development Communication Network (RADCON). Supported by FAO, a pioneer in promoting participatory communication approaches in development, the Ministry designed RADCON as a pilot project to scale up the impact of VERCON. Funded by the Government of Italy under a 'Debt-for-Development Swap' arrangement, RADCON began in 2004 and was completed in 2008.

Implementation approach

The objective of the Rural and Agricultural Development Communication Network was to develop an interactive community-based information network as a tool to help meet the information and communication needs of rural communities, particularly farmers. The project reflected a shift away from the organization-oriented system of VERCON to a community-based system. This required open communication lines that were flexible enough to respond to the changing information needs of rural residents and provide a forum for a wider audience. RADCON developed a network that: (i) integrated the use of Internet-based technologies with local media; and (ii) involved a diverse range of stakeholders including extension workers, research organizations, NGOs, private and public sector institutions, youth centres, and community and farmer organizations. The project also increased the number of beneficiaries, broadened the range of its services and established access centres for rural residents outside the agricultural network.

RADCON encouraged appropriate and user-friendly technologies. End-users provided continuous feedback to the project team, especially to the ICT team, allowing technologies to be adapted to suit their capacities and needs. An Information and Communication for Development Unit was established to oversee tasks related to rural communication paying particular attention to promoting participatory communication processes to all stakeholders.

A study conducted in seven Governorates assessed 177 rural communities. The selection committee⁶ then identified 50 poor communities using a number of criteria, including: (i) the existence of a local organization that worked with rural families; (ii) the willingness of that organization to host RADCON; (iii) the availability of power supply and telecommunication facilities and (iv) a community commitment to select a young man and a young woman to work as volunteer community facilitators for RADCON.

Project partners

The Ministry of Agriculture and Land Resources had overall responsibility for project implementation; FAO provided technical support in communication for development; the Agricultural Extension and Rural Development Research Institute was in charge of conducting surveys of farmers' problems and analysing the findings; the Central Administration for Agricultural Extension Services was responsible for creating links among end-users and developing project systems; the Policy and Coordination Unit for Women in Agriculture provided support for extension activities targeting rural women; Agricultural Economic Sector was responsible for aggregating and publishing agriculture-related statistics and the Central Laboratory for Agricultural Expert Systems developed the RADCON website and database.

C4D tools

A number of C4D elements were integrated into the project's activities, including:

- (i) *Selecting community facilitators who acted as Role Models:* Young men and women acquired new skills, for example in using ICTs and participatory communication tools, as well as increased confidence following their appointment and training as community facilitators. This gave them increasing prominence as role models within their communities. Their selection was conducted in close cooperation with community leaders and the local organization, which hosted the RADCON centre. Maintaining a gender balance was a key selection criterion;

- (ii) *Implementing a comprehensive awareness raising campaign:* The campaign took place at national, governorate and community levels and ensured early interest and project acceptance by rural communities. A local TV and a radio station, together covering 35 target communities, were identified as the most efficient media outlets for promoting awareness about the RADCON project at the Governorate and community level. In addition public forums were organized in each of the 50 selected communities to introduce the RADCON project to local people. These were attended by the Information and Communication for Development Unit for each of the Governorates, representatives from the Agricultural Directorate at the Governorate levels, the Local Community Development Association, the Social Fund for Development project, and the local authorities; and
- (iii) *Using participatory rural communication appraisal (PRCA) approaches:* RADCON overcame many of the acknowledged information and communication limitations of VERCON by adopting a range of PRCA tools which were at the heart of plans to improve information and communication flows in each 'RADCON village'. In addition to the RADCON network, these approaches included one-to-one communication, group meetings, public meetings, use of extension-equipped vehicles, printed materials, mass media and announcement boards. The plans identified three distinct but interlinked phases. The first phase focused on promoting awareness about RADCON including the content of the network, how it could assist local communities and the role of the community facilitators. In the second phase, the system was tested and the communication model reviewed. The third phase – the core of the project – was devoted to the 'roll-out' of the system to participating villages and its subsequent evaluation. In this final phase community facilitators organized three meetings each month. The first aimed to create awareness and to update understanding about the project. During the following week, a meeting was held to identify the specific information needs of participants. A third meeting was organized later on in the month to provide responses to participants regarding information gaps and requests that had been identified in previous meetings. This meeting cycle was developed and repeated each month.

The main advantages of using participatory rural communication appraisal approaches were identified as:

- (i) Putting rural people at the centre of the process;
- (ii) Strengthening a community-based information system that used ICTs to assess the ongoing information needs of farmers. RADCON information modules were regularly reviewed and updated. Community facilitators helped to bridge the ICT illiteracy gap in rural areas by acting as intermediaries and facilitating access to ICTs. They also helped rural residents to use the information provided within their communities;
- (iii) Ensuring that rural communities became creators as well as users of information by identifying success stories from within their own communities and uploading these on to the network, some. Some rural communities served as 'local champions' for other rural communities;
- (iv) Ensuring that women and men of all age groups were represented at community meetings organized by the facilitators; and
- (v) Capacity-building through training programmes. Based on needs assessments, RADCON designed and implemented training programmes for each stakeholder group. Training-of-Trainers (TOT) was used to train representatives from NGOs and universities who in turn worked with the project management team to train people directly involved with the implementation of the project. These included representatives from farmers' organizations, extension and research organizations as well as community facilitators.

Contributions of C4D approaches

An assessment of the design and implementation of RADCON suggested a number of successful factors including:

- (i) *Creating a sense of ownership of information:* After stakeholders were convinced of the benefits of the project, its decentralized nature gave them a sense of ownership of the information they generated, eliminating ‘communication bottlenecks’ and allowing for dynamic communication between information providers and recipients.
- (ii) *The high level of participation by farmers and their communities:* Rural people were not only the main users of project information but they also generated their own information and improved that provided by research and extension organizations.
- (iii) *Expanded stakeholder base:* RADCON brought together many national and local stakeholders who were working to improve the livelihoods of rural people. This provided a broader base of experience to draw to meet the needs of rural communities.
- (iv) *Use of ICTs:* These provided the basis for a continuous and multi-directional communication network, a timely flow of information among the stakeholders and a dynamic and proactive system.
- (v) *Increasing ICT literacy:* By training community facilitators in participatory communication methods and the RADCON system the project helped to improve the level of ICT literacy in rural areas. The facilitators served as information mediators and helped rural people access ICTs and apply the information provided within their communities.

The assessment also highlighted challenges and constraints faced by the project, including:

- (i) *The dominance of the public sector within project management units:* RADCON’s strategic direction and implementation depended significantly on public sector agriculture-related stakeholders. The lack of representation of NGOs, women and youth organizations, and private sector enterprises in the project’s decision-making processes limited their cooperation and support;
- (ii) *Information did not always meet the needs of end-users:* The lack of non-public sector representation affected the type, quantity and quality of the information provided by the project. Most information was related to the agricultural sector. Some information provided lacked the detail needed by end-users in different Governorates;
- (iii) *Inadequate levels of human resources:* The ICD unit’s independence enabled it to work with a wide range of stakeholders without compromising the project objectives, but it had insufficient staff to deal with all the tasks it was mandated to carry out. At the community level, the facilitators were all volunteers and therefore could leave the project at any time. This led inevitably to the need to identify and train new facilitators, which slowed project implementation;
- (iv) *Limited financial sustainability:* RADCON did not have a clear ‘host’ organization, unlike VERCON.⁷ The network faced serious financial constraints related to the ongoing costs of salaries of those involved in implementing the project at national, Governorate and community levels, as well as the ongoing costs of the ICT component (e.g. Internet connectivity, hardware and software maintenance at all levels, including the RADCON centres at the community level); and
- (v) *Limited coverage:* Community-level meetings only took place in those communities where a RADCON centre was located.

Key lessons learned

Lessons learned included:

- (i) *Acceptance of the participatory communication approach*: A project focusing on information provision requires rapid, continuous and community-accepted participatory communication approaches to be effective. The earlier in the implementation process such an approach is implemented, the more efficient the use of project resources is likely to be and the greater the likelihood of achieving project objectives;
- (ii) *Stakeholder management*: An open information and communication network allows for timely interaction among project stakeholders. A key requirement for effective interaction, as well as realizing potential benefits of the network, is the continuous engagement and motivation of all stakeholders. Keeping stakeholders motivated and engaged during the course of the project requires considerable effort;
- (iii) *Community-based system*: A community-based information and communication network allows local people to be both information users and generators. This raises the self-esteem and sense of ownership of the rural stakeholders, creates new community-specific knowledge and exponentially increases the amount of information flowing through the network;
- (iv) *Bridging the ICT gap*: Community facilitators can contribute to reducing the ICT gap in rural communities. They encourage communities to identify their information and communication needs and then help them to address those needs through the use of ICTs;
- (v) *Project management unit independence*: The independence of the project management unit is important for bringing a variety of stakeholders into the project and ensuring impartial solutions to the challenges faced during the implementation of the project; and
- (vi) *Engaging local leaders*: The engagement (formal and informal) of local community leaders in the early stages of a project can accelerate its acceptance and use by the community. From the outset of the RADCON project, the management and implementation team worked closely with local leaders, engaged them in decisions regarding the setting up of the RADCON centres and identifying community facilitators, and kept them informed about project progress in their respective communities.

Notes

¹ Central Intelligence Agency - The World Factbook, <https://www.cia.gov/library/publications/the-world-factbook/geos/eg.html>. Accessed Nov. 29, 2008.

² Egypt State Information Service, <http://www.sis.gov.eg/En/Land&people/Population/030900000000000001.htm>, Accessed Dec. 9, 2008.

³ Human Development Report, 2009.

⁴ Ibid.

⁵ International Telecommunication Union, www.itu.int. Accessed Dec. 6, 2008

⁶ The selection committee was composed of the representatives of the ICD Unit, ICD Groups, and the Under-secretary for Agriculture, the Director of the Extension Department at the Governorate level and community leaders.

⁷ The Ministry of Agriculture and Land Resources hosted VERCON.



TAJKISTAN: Using radio to meet farmers' information needs

- Improving farmers' access to relevant and credible technical information;
- Providing advice to farmers on broader governance-related issues; and
- Enhancing the capacity of Tajik radio producers.

Background

Between 1995 and 1999, 120 of the 600 state-controlled farms in Tajikistan were privatized, mainly into lease-hold farms, joint stock companies and private peasant 'dekhon' farms.¹ According to the 1999 Tajikistan Living Standards Survey² three out of four people lived in rural areas where the incidence of poverty was much higher than in urban areas.³ Most of the rural population relied for their basic livelihood on either growing crops or keeping livestock on their household plots. The survey found that 92 percent of rural households had a household plot, and that these plots provided 45 percent of the total food consumption of rural households. Vegetables were grown for market as well as for a household's own consumption and crop residues from the plots partially sustained small and large livestock. Between 1996 and 1998, 75,000 hectares in small lots were distributed by Presidential decree to supplement existing household plots. The 2000 World Bank Poverty Assessment noted that the impact on the livelihoods of those who received such extensions seems to have been highly positive. In the 2002 Poverty Reduction Strategy Paper 2002, the Government of Tajikistan reaffirmed the importance of the agriculture sector to the national economy and its role in poverty alleviation. The Government also pledged to continue the transition from state to private farms with an anticipated corresponding increase in agricultural yields.⁴

Project rationale

In 2002 Tajik farmers had only begun to acquire a measure of independence from the state and collective farms of the Soviet era. They faced enormous challenges including the breakdown of the rural Soviet infrastructure, lack of effective structures to support private farming, lack of finance, endemic corruption, poor rule of law, and the aftermath of a very severe drought during 2000 and 2001. Moreover, farmers did not have reliable sources of information, even on the most basic, uncontroversial, technical aspects of farming. At this time there were no independent national television or radio stations in Tajikistan. Data from the Radio Free Europe/Radio Liberty Survey on Media Use in Tajikistan, conducted in 2000, showed that 23 percent of all farmers and 29 percent of women farmers listened to Tajik Radio channels on a daily basis. The station's journalists and programme producers did not have a solid journalistic tradition and there was very little exposure to democratic concepts of journalism. As a result, they had little understanding of the need for programme research, no real experience of establishing and checking facts or analysing issues objectively and had not been trained to write effectively for radio audiences.

To help address these challenges FAO, in close cooperation with the Ministry of Agriculture and the Association of Private Farmers in Tajikistan, and with support from the Swiss Agency for Development and Co-operation (SDC), agreed to support a new radio series. This would produce programmes that responded to the particular concerns of private or 'dekhon' farmers, including those that had a measure of leasehold security as well as small-scale and subsistence farmers who farmed household plots. The programmes were also intended to benefit agricultural workers who rented land from collective and state farms and those who continued to work within state farming. At the same time, the development of the radio series was expected to improve the skills of Tajik Radio producers.

Project implementation

The series *Farmer to Farmer* was broadcast once a week as part of Tajik Radio's lunchtime programme for rural listeners and repeated in the evening. An existing agricultural strategy and planning project⁵ provided Tajik Radio with materials for broadcast in the form of interviews with consultants from international agencies and speeches given by agricultural specialists. The new series aimed to address a key shortcoming of the existing project, notably its limited emphasis on making the project relevant and accessible to farmers.

FAO believed that if the new radio series was to be relevant and accessible to farmers a number of factors had to be prioritized in the design and management of the series. Specifically, the project management team needed to have a workable degree of control over radio production, participatory audience research should inform both the content and format of the programmes, and radio producers should be trained in journalism and communication for development techniques. At a later stage, a campaign to promote the series would be launched. Given the sensitivity surrounding national media at the time, a significant degree of programme control was negotiated and an Editorial Committee, chaired by the FAO Project Co-ordinator with representatives of Tajik Radio, the Ministry of Agriculture and the Swiss Development Agency, was created to oversee the programme production process.

The project applied communication for development approaches to carry out participatory audience needs assessments and research, collect relevant content and foster trust and dialogue between radio producers and rural audiences.

Project partners

Tajik Radio provided the broadcasting facilities and technical support, FAO provided technical advice on communications and carried out needs assessments through focus groups as well as training in communication methodologies, the Swiss Development Agency provided financial support, the Ministry of Agriculture (as the national counterpart in the execution of the project) provided the services of radio officers as well as logistical support.

C4D tools

(i) Participatory audience research

If the radio series was to be credible and successful, it had to satisfy farmers' information needs and encourage them to work together to find solutions to their problems. It was therefore essential that findings from participatory audience research informed the development of the project.

In order to learn more about the perceptions and concerns of communities a series of focus group discussions was organized. Apart from informing the content of the programmes, the focus groups were intended to fulfill two other important functions. First, they were an important means of obtaining feedback on the content of completed radio programmes and gauging how well farmers understood, liked and made use of the information. Second, the groups were intended to help radio producers gain a new understanding of their role. Programme producers in the former Soviet Union were not expected to solicit the needs and concerns of their audiences. A focus group approach was seen as a tool that had the potential to break down the traditional, authoritarian mode of radio programme production.

(ii) Focus groups

Eleven 'dekhon' farmers were invited from four areas in the vicinity of the capital city, Dushanbe, to be part of the pilot focus group. Participants were selected on the advice of the farmers themselves and also through the

administration of a standard questionnaire aimed at filtering out ‘inappropriate’ candidates. A discussion guide was prepared for the group covering: (i) the type and quality of farmers’ sources of information; (ii) the issues on which farmers would like information; and (iii) their use of media. Finally, in order to develop a unique brand for the radio series the group facilitator sought farmers’ views on possible titles as well as music options for the programme.

Almost all farmers in the groups expressed frustration at the lack of high-quality information and problems they faced. They felt that Tajik Radio’s regular programme for rural audiences was uninteresting and the information provided untrustworthy. Participants noted that well-made radio programmes, featuring both experienced farmers and expert views, and that emphasized farming techniques, would be very valuable. The groups highlighted the need for ‘technical’ information on a wide variety of topics including plant and animal diseases, seeds, the use of fertilizers and pesticides and water use and irrigation. They were very interested in the personal experience of farmers who had experimented with new techniques and enjoyed good results. Participants also emphasized the need for information on a broad range of non-technical areas that directly affect their ability to maximize returns from their land, e.g. land tenure, the lack of legal regulations, relationships with the collective farms, access to credit, the role of farmers’ associations, and the lack support for farmers. The facilitator of one group noted a real sense of embattled relationships between farmers and authorities with regard to land ownership. Focus group discussions illustrated just how poorly the farmers were organized and the ineffectiveness of local farmers’ associations.

(iii) Building radio producer capacity

A senior radio producer from Tajik Radio along with a former TV journalist with English language skills was recruited to work on the project. Extensive production guidelines and notes on planning and producing radio programmes were drawn up together with the radio producers. It was clear that the project, focusing on agriculture (a relatively uncontroversial subject) was a valuable opportunity to support the general development of good journalism practice in Tajikistan.

Contributions of C4D approaches

(i) More farmer-friendly programmes

Findings from the focus groups contributed to improving programme format and content. Programme themes reflected most of the concerns raised by focus group participants. Close attention was paid to ensuring that programme content was seasonally and regionally appropriate. Initially radio programmes concentrated on non-controversial technical questions. As the series became more established, programmes began to highlight the frustration and problems faced by farmers such as understanding their rights as landowners, corruption and the absence of the rule of law. Clear and helpful answers were given to farmers who felt that they were being asked to pay too much tax, who were unsure if they had the right to plant particular crops, who had been told that they could not build on their land and who had their land allocation reassessed by the local authorities. Many farmers had been forced to take on the debts of the collective farms, and did not understand their legal position. One particularly practical programme informed farmers of the importance of drawing up contracts carefully. A legal specialist encouraged farmers to be proactive and to negotiate and substitute unsatisfactory clauses. All of this marked a real step forward for Tajik journalism. Group participants felt that the programmes, for the most part, provided useful information, but at times they lacked dynamism and did not always provide a rounded view of a subject.

(ii) Improving radio production standards

A decision to concentrate on ‘safe’ technical themes ensured that the early programmes did not pose a challenge for Tajik Radio. The arrangements for producing and transmitting programmes worked well. Programme scripts were finalized with the project coordinator before being edited at Tajik Radio. It was clear from the scripts that

the radio producers had made every effort to respond to constructive criticisms from focus groups. The experience of observing focus group discussions made a strong impression on radio producers, and they worked hard to develop programmes that met the needs they heard expressed.

There was also a steady improvement in both production values and journalism standards. Radio producers made significant progress in producing well-structured, clear, accessible materials and there was considerable success in using new ideas. Producers now had a better grasp of the strengths and limitations of radio as a medium. They also understood the importance of ensuring that their listeners could absorb the information that was being communicated. Crucially, they also developed a good understanding of their role as producers. Tajik Radio representatives welcomed the programmes and appreciated the variety and new approaches injected into the network. The agronomists and veterinarians provided valuable background information, contacts and stories for the programme producers and welcomed them on trips to rural areas. They were extremely supportive in the research process and sensitive to professional and editorial boundaries.

The lack of background facts remained a problem, partly because of the unreliability of state-collected statistics and the unavailability of information. It was also, partly, an issue of self-censorship. The programmes on animal diseases, for instance, did not state where disease outbreaks had taken place or how many livestock were affected. This was vital information for farmers who were trying to decide whether to pay for vaccinations.

(iii) Expanded outreach of radio series

Veterinarians and agronomists working for the larger FAO project actively promoted the radio series, distributing 1,500 promotional leaflets in rural areas in many parts of the country.

Key lessons learned

Through Farmer to Farmer great strides were made to improve the responsiveness and relevance of radio to farmers' needs and problems. This was a good beginning, given the constraints of the wider political context. But for farm radio in Tajikistan to be genuinely farmer led, the new programme approach needs to be matched with a more enabling legal and regulatory environment for journalists.

Selected resources

Participatory Rural Communication Appraisal
<ftp://ftp.fao.org/docrep/fao/008/y5793e/y5793e00.pdf>

Notes

- ¹ World Bank Poverty Assessment Report, 2000: A 'dekhon farm' can be either a small to medium-size family farm of between 2-50 hectares or a large 'collective dekhon farm' or 'dekhon association' ranging from 50 to 500 hectares. By November 1999, there were 13,000 dekhon farms.
- ² The 2002 Poverty Reduction Strategy Paper (PRSP) cites the 1999 TLSS.
- ³ 2002, PRSP p.14.
- ⁴ The European Union Technical Assistance to the Commonwealth of Independent States Programme (EU TACIS) assistance through the Food and Security Programme to Ministry of Agriculture. One of the component of the assistance is community outreach.

5. International Labour Organization

CHINA, GHANA, UGANDA: Integrating mass media into small business development





ILO

5. International Labour Organization

Organizational mandate

The International Labour Organization (ILO) is the tripartite United Nations agency that brings together governments, employers and workers of its Member States in common action to promote decent work throughout the world. The ILO mandate, enshrined in the Preamble to its Constitution,¹ is to seek the promotion of social justice and internationally recognized human labour rights.

Core tenets underpinning the work of ILO

The United Nations Millennium Development Goals; human rights-based approach to programming; international labour standards indicated in the eight core Conventions² and the 1998 Declaration on Fundamental Principles and Rights at Work as well as the 1944 Declaration of Philadelphia and the 2008 Declaration on Social Justice for a Fair Globalization.

Key ILO strategic focus areas

The Decent Work Agenda comprises four strategic objectives guiding the work of ILO:

- To promote and realize standards and fundamental principles and rights at work;
- To create greater opportunities for women and men to secure decent employment and income;
- To enhance the coverage and protection of social protection for all; and
- To strengthen tripartism and social dialogue.

Rationale for integrating C4D into the work of ILO

ILO believes that fair terms of employment, decent working conditions and economic and social development for the benefit of all can only be achieved with a broad-based effort involving workers, employers and governments.³ To this end, ILO believes that social dialogue, which also reflects the basic principles of C4D, among the tripartite constituents is a precondition to establishing sound labour relations, adapting labour laws to meet changing economic and social needs and improving labour administration.⁴ There is a strong belief, therefore, that a participatory and inclusive approach promotes sustainability of programme and project work as well as policy development and implementation.

C4D guiding principles

Being based on social dialogue makes the ILO well-prepared practically and conceptually to apply C4D guiding principles. The ILO shares a number of the guiding principles that distinguish C4D from corporate communications, including empowerment through participation and equity, social justice, transparency, and social change.

C4D approach

The C4D approach is based on a number of components similar to those guiding the efforts of ILO. These include capacity development for national ownership and participation to shift attitudes and norms for social and behaviour change. The key area of overlap lies in the ILO tripartite approach, which holds that fair terms of employment, decent working conditions and economic and social development for the benefit of all, can only be achieved with a broad-based effort and the consent of workers, employers and governments. It therefore seeks to support its tripartite constituents, especially in their capacity to engage in and to promote the use of social dialogue.

Human resources and funding for C4D within ILO

There are no resources specifically dedicated to activities labeled C4D. However, C4D has recently been included in some terms of references for communication officers in the field. In addition, various technical cooperation projects at the field level have applied C4D approaches and underlined the importance of including such approaches in capacity-building and poverty reduction strategies. For example, the ILO Job Creation and Enterprise Development Department in the Employment Sector has distilled current knowledge and good practices in integrating mass media into small enterprise development.

C4D contact within ILO

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Monticone@ilo.org

Notes

¹ Constitution of the ILO. Available at <http://www.ilo.org/ilolex/english/iloconst.htm>.

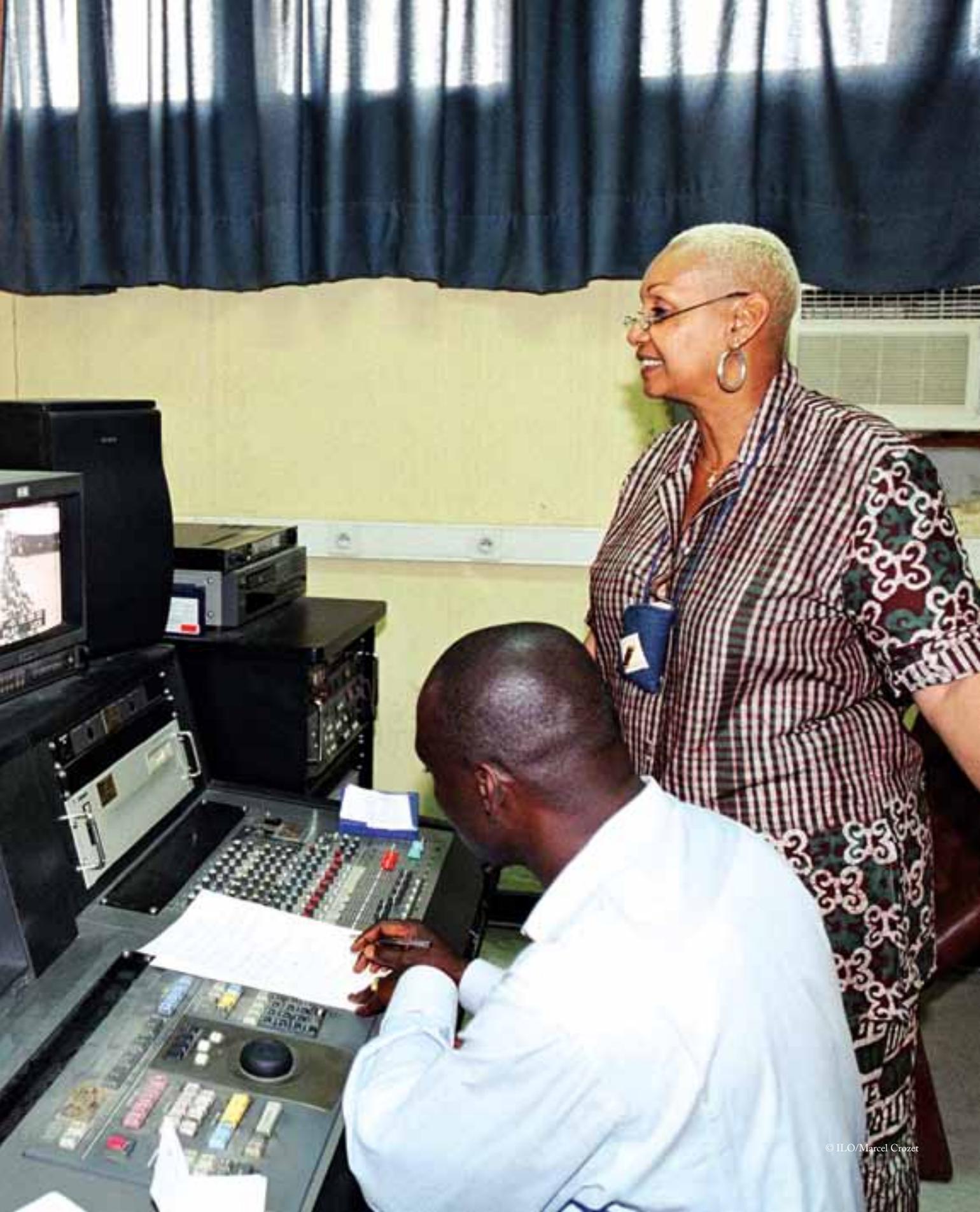
² Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), Right to Organise and Collective Bargaining Convention, 1949 (No.98), Forced Labour Convention, 1930 (no. 29), Abolition of Forced Labour Convention, 1957 (no.105), Minimum Age Convention, 1973 (no. 138), Worst Forms of Child Labour Convention, 1999 (no.182), Equal Remuneration Convention, 1951 (no. 100), Discrimination (Employment and Occupation Convention, 1958 (no. 111).

³ 'The ILO: What it is, What it does', Available at http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/--webdev/documents/publication/wcms_082364.pdf.

⁴ Ibid.

SIYB中国项目 IYB成都市温江区创业培训





CHINA, GHANA, UGANDA: Integrating mass media into small business development

- Supporting an enabling regulatory environment for small businesses;
- Providing a voice for small and informal businesses; and
- Facilitating access to improved information and services for small businesses.

Background

Information plays a key role in all aspects of business, commerce and industry. An effective and rich information environment enables owners and managers to make informed decisions about purchasing, business restructuring and investment; provides businesses with channels through which they can reach existing and potential customers; and supports an inclusive dialogue by amplifying the voice of businesses and consumers and allowing the development of relevant business reform strategies.

Traditionally, mass media have been viewed as public information dissemination channels. They are now seen as platforms for a diverse and dynamic two-way flow of information enabling economic actors to take better business decisions and influence the reform of the environment in which they work. The media are potentially important information bridges to, from and between Small and Medium Enterprises (SMEs) in developing countries and can play key roles in nurturing small businesses by: (i) supporting an enabling policy and regulatory environment for the sector; (ii) shifting individual and public attitudes and behaviours; (iii) improving the provision of essential inputs such as information and services to small businesses; and (iv) creating new opportunities for SMEs by creating new markets for their products.

Project rationale

The emergence of new information and communication technologies and their role in stimulating private-sector growth and globalizing markets has resulted in increased interest in business information services within enterprise development in many developing countries. However, the smallest and most vulnerable businesses, many of which are located in rural areas, are unable to take advantage of business information services due to difficulties in accessing and using ICTs and relatively little focus on small business development in traditional media. ILO helps address these problems by supporting a range of interventions designed to encourage traditional media, particularly broadcast media, to become involved in developing the overall environment for small businesses.

Implementation approach

ILO considers initial in-country research to gain a better understanding of the 'supply' and 'demand' sides of media targeted at SMEs vital in determining and tailoring interventions. Country studies conducted in Africa and Asia¹ confirmed the existence of little or no media focusing specifically on providing information to SME audiences but found substantial demand from small businesses for media that focused on their specific information requirements.

Key findings from the various studies included:

- (i) Strong similarities across countries and continents in the types of information of interest to business people – from learning from the success and failure of business models to government policies and regulations;
- (ii) Broadcast media, particularly radio, is the preferred means of receiving information. This is due primarily to the wide accessibility of radio in rural as well as urban areas in most countries. In most countries, the smaller

and more informal the business, the less demand for business media in print form. Printed materials were, however, perceived to work better for business directories and their relative permanence was seen by some as an advantage;

- (iii) The strong demand in most African countries for interactive media that gives business people a voice is not shared to the same extent in Asian countries with largely state-controlled media; and
- (iv) The frequency, timing, length and language of business broadcasts all impact on audience levels and interest.

ILO has used these research findings to inform the development of four broad approaches to working with the media:

- (i) *Purchasing space and airtime in existing media*: The purchase of *advertising space* to provide information, promote services and undertake social marketing campaigns to change perceptions of business people, employees or the public; the purchase of *media space* for programmes or articles to ensure that specific content is covered or a focus maintained;
- (ii) *Enhancing media relations*: This approach focuses on getting messages and issues into existing news, programming and publications as well as developing networks and relationships with journalists and editors, organizing press conferences, disseminating press releases and responding to the media's requests for information;
- (iii) *Supporting the set-up of new media outlets and media programmes*: Supporting new publications, broadcasters (especially radio stations²) and programmes in contexts where there either is little existing media or existing media and programmes do not reach small businesses. Establishing such media may be an objective in itself or a pilot business model for subsequent scaling-up; and
- (iv) *Capacity-building for existing media*: This approach aims to build the media's capacity to cover business issues more effectively. Support for such initiatives is likely to subsidize activities but not the direct purchasing of media space. The focus is on longer-term change within the media as service-providers for small businesses or as key institutions in the operating environment of small business.

Primarily through its Small Enterprise Programme (SEED), the ILO has piloted and supported the development of these approaches in a number of countries in Africa and Asia. They are not mutually exclusive and many projects use more than one approach. Their application in projects in China, Ghana and Uganda is outlined below.

Project partners

In each country ILO worked with its tripartite partners as well as a range of stakeholders. In China, partners included the Ministry of Labour and Social Security (MOLSS) and Sichuan Public Radio. In Ghana, partners included EMPRETEC Ghana Foundation, a business development organization. And in Uganda, partners included Central Broadcasting Service (CBS), The Department for International Development UK (DFID) and Swedish International Development Assistance (SIDA).

C4D tools

(i) Promoting business start-ups through soap opera in China³

The Start and Improve Your Business (SIYB) programme is a management training programme with a focus on starting and improving small businesses as a strategy for creating more and better employment. The overall aim of the SIYB programme is poverty alleviation and employment creation. Its immediate objective is to enable the urban unemployed to start and run their own businesses and create high-quality jobs for others in the process.

The SIYB project in China, informed by research that indicated that migrants liked to watch TV soap operas, used the genre to reach out to them to encourage their enrolment in SIYB training. A TV series, 'My Future is Not a

Dream', was developed during the first half of 2006 as a first attempt to use mass media for promoting small business development. The series consisted of 12 forty-five minute episodes and was broadcast on the Sichuan Public channel with an audience of over 1 million viewers. Viewers saw how, against all the odds, the main character, Zhao Dayong overcame strife, cheating and family quarrels to set up a business.

The project supported the establishment of a new TV programme by funding the development of the script and providing technical assistance to ensure that strategic messages were delivered effectively. A telephone survey of viewers two months after the broadcast confirmed the popularity of the series. Two thirds of respondents said they felt encouraged to start their own business after watching the series, and 62 percent of respondents felt encouraged to join training through Start and Improve Your Businesses.

(ii) Social marketing campaign for better job quality in business in Ghana⁴

From January to April 2003, ILO supported a pilot social marketing campaign in Ghana. The campaign aimed to change understanding, attitudes and practices of health and safety in the everyday operation of small businesses. It was targeted primarily towards small business owners and employees in the metal and wood working sectors in the Accra and Tema regions of Southern Ghana. This campaign was the first of its kind to use social marketing approaches⁵ and apply them to occupational safety and health in small, micro businesses in a developing country.

The campaign was developed in collaboration with Ghanaian stakeholders and was managed by the EMPRETEC Ghana Foundation. It focused on positive messages linking better occupational health and safety to productivity and increased profitability in business. The campaign was built around the story of Kofi Brokerman (a local nickname for someone who never has any money), a well-meaning business owner who is at first ignorant of health and safety issues, but gradually learns through his mistakes and the good example set by his friend, Nyame Bekyere ('God's Gift'), a wise and successful businessman. Kofi prospers as a result. As the story unfolds, the audience learns about a series of specific safety and health issues providing key lessons on how to improve working conditions. The story was broadcast on both radio and television and used the slogan, 'Safety at Work: Good for You, Good for Your Pocket'.

The social marketing campaign employed two approaches to working with the media: purchasing space and airtime in existing media and enhancing media relations. The campaign managers purchased advertising slots on both radio and television and appeared as guests and resource people on discussion and phone-in programmes. The story, broadcast through 1200 radio and TV commercials, was heard by between 56 and 85 percent of target SMEs. The Ghanaian experience has been applied in the design and running of a campaign in India and informed social marketing campaigns in Sri Lanka and Viet Nam.

(iii) Using radio to support small enterprises in Uganda⁶

By the late 1990s, Uganda had a vibrant radio industry with more than 100 radio stations broadcasting to over 90 percent of the population in all the major languages of the country. In 1999, ILO initiated a pilot project to tap into this growing radio industry and establish a radio programme for small enterprises. The Small Enterprise Media in Africa (SEMA) project formed a partnership with the Central Broadcasting Service (CBS), a private radio station based in Kampala. The initial objective of the programme was to provide important business information to small enterprises in the formal and informal economy in central Uganda. The programme was launched as Nekolera Gyange ('I run my own business' in Luganda, the local language of central Uganda) and quickly evolved from providing information to small businesses to become a platform for debate and discussion and a voice for small business owners. As a result of its success, the pilot was scaled up to a national-level project specifically targeting rural entrepreneurs. The growth in audiences led to increasing demands for interactive radio providing platforms. The programme began to use current business problems to either initiate on-air debates, often involving policy makers, or produce business features based on investigative reporting. It became so popular that small enterprise became known as Nekolera Gyange throughout the country.

The project built the capacity of existing media and explicitly avoided purchasing media space and airtime. It identified broadcasters with the potential to reach small businesses and persuaded them that regular small business programmes made commercial sense. The project then provided capacity-building support to radio stations. The project also focused on enhancing relations between the media and key stakeholders, including microfinance organizations, local government, business membership organizations and enterprise development organizations. By 2006, there was some evidence that small business programmes were being mainstreamed within the radio industry with approximately one third of radio stations (38) broadcasting small business programmes.⁷

The Uganda experience informed the launch of new radio programmes under the Start and Improve Your Business (SIYB) programme in Sri Lanka and Viet Nam. Similar programming approaches were adopted in both Ghana and Zambia.

Contributions of C4D approaches

Surveys and evaluations of the ILO supported-projects have revealed a number of achievements including:

- (i) In Uganda and in some other African countries, the concept of regular business radio programmes has been embedded within the media industry. There is some evidence that business radio programmes in Uganda have influenced policy, legislation, service and infrastructure.
- (ii) In Ghana, following the social marketing campaign, changes in business operation were noted particularly with regard to tidiness and cleanliness of premises and in some instances the quality of light and ventilation.
- (iii) In China, special telephone 'hot lines' set up by local labour offices in Chengdu city during the TV soap opera series received over 22,000 inquiries from migrants about SIYB training.

Key lessons learned

Lessons learned included the following:

- (i) *The importance of working locally*: Small businesses are concerned with issues in their immediate environment and identify themselves with local people. Media support needs to target local groups, sponsors and programming issues to ensure stronger involvement of local communities.
- (ii) *The importance of sustainability*: Interventions will ideally not only focus on developing media services for small businesses but will also address other key constraints within the media system that limit the growth of small business media. This will require working with a wide range of players within the media system (e.g. researchers, advertising agencies and media relations trainers).
- (iii) *The importance of working within existing media systems*: Interventions need to ensure that they support and do not distort the growth of a sometime fragile media industry in many developing countries. It is therefore essential that activities are planned within the overlap between SME development and media agendas.
- (iv) *The importance of working in line with good practice principles of mass media and journalism*: Good practice requires the separation of revenue generation from editorial, journalism and news content. While many existing media companies and journalists do accept financial incentives to alter news agendas, projects that adopt this approach reinforce negative practices that contribute to undermining the quality and integrity of the media and ultimately the media's ability to be an effective force in small business development.
- (v) *Potential for replication and scaling-up*: Successful media interventions have the potential to be replicated and scaled up across countries, providing that approaches can be adapted to differing commercial, economic, cultural and institutional environments. Experience in Africa illustrates how a successful media activity in one country (Uganda) could be replicated in other countries (Ghana and Zambia).

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Marketing Decent Work to Micro and Small Enterprises: New Academy of Business, Presentation at ILO SEED workshop.

'An Information Revolution for Small Enterprises in Africa: Experiences in Interactive Radio Formats', SEED Working Paper, No. 27.

MSE radio programme listener survey, SEMA Uganda, September, 2004.

Notes

- ¹ In Africa, research was carried out in Ghana, Uganda, Zambia and Zimbabwe. In Asia, studies were conducted in Cambodia, Laos, Sri Lanka and Viet Nam.
- ² There are increasing examples of support for establishing radio stations for farmer and fishing communities and in setting up trade journals and directories.
- ³ Overview of case study included in 'Integrating mass media in small enterprise development: current knowledge and good practice'.
- ⁴ Overview of case study included in 'Integrating mass media in small enterprise development: current knowledge and good practice'.
- ⁵ A definition of social marketing that underpinned the campaign in Ghana was: 'the application of commercial marketing technologies to the analysis, planning, execution and evaluation of programmes designed to influence the voluntary behaviour of target audiences in order to improve their personal welfare and that of society' cited in 'Integrating mass media in small enterprise development: current knowledge and good practice', Employment Working Paper, No. 2, ILO (2003), Andreasen, A.R., Marketing Social Change, 1995.
- ⁶ Overview of case study included in 'Integrating mass media in small enterprise development: current knowledge and good practice'.
- ⁷ Overview of case study included in 'Integrating mass media in small enterprise development: current knowledge and good practice'.



6. World Health Organization

GLOBAL CAMPAIGN: The role of communication in battling the tobacco epidemic





WHO

6. World Health Organization

Organizational mandate

The World Health Organization (WHO) is the directing and coordinating authority for health within the United Nations system. It provides leadership on global health matters and its mandate, captured in Articles I and II of the organization's constitution, is to promote the "attainment by all peoples of the highest possible level of health".¹

Core tenets underpinning the work of WHO

Core tenets include the following: Health for All; the Millennium Development Goals; a health systems approach to tackling health problems, and a strong evidence-based approach to identifying health challenges and providing guidance on how to deal with these challenges.

Key WHO strategic focus areas

WHO currently focuses on the achievement of the following two overarching goals:

- *Promoting health development:* The agency is working to achieve the health-related millennium development goals, prevent and treat chronic diseases and address neglected tropical diseases. Strengthening health systems and primary health care to ensure that they serve the most disadvantaged and isolated people is a cornerstone of the agency's health and development strategy.
- *Fostering Health Security:* WHO takes the lead in managing outbreaks of emerging and epidemic-prone diseases that present one of the greatest threats to global health security. These are occurring in increasing numbers fuelled by factors such as rapid urbanization, environmental mismanagement, the way in which food is produced and traded and the way in which antibiotics are used and misused. A central plank of the agency's strategy is generating authoritative health information to set norms and standards, articulate evidence-based policy options and monitor the evolving global health situation.

These goals are achieved through work on the following 13 specific priorities elaborated in its medium-term strategic plan for 2008-2013²:

1. Reduce the health, social and economic burden of communicable diseases;
2. Combat HIV/AIDS, tuberculosis and malaria;
3. Prevent and reduce disease, disability and premature death from chronic non-communicable conditions, mental disorders, violence and injuries and visual impairment;
4. Reduce morbidity and mortality and improve health during key stages of life, including pregnancy, childbirth, the neonatal period, childhood and adolescence, and improve sexual and reproductive health and promote active and healthy ageing for all individuals;
5. Reduce the health consequences of emergencies, disasters, crises and conflicts, and minimize their social and economic impact;
6. Promote health and development, and prevent or reduce risk factors for health conditions associated with use of tobacco, alcohol, drugs and other psychoactive substances, unhealthy diets, physical inactivity and unsafe sex;

7. Address the underlying social and economic determinants of health through policies and programmes that enhance health equity and integrate pro-poor, gender-responsive, and human rights-based approaches;
8. Promote a healthier environment, intensify primary prevention and influence public policies in all sectors so as to address the root causes of environmental threats to health;
9. Improve nutrition, food safety and food security, throughout the life-course, and in support of public health and sustainable development;
10. Improve health services through better governance, financing, staffing and management informed by reliable and accessible evidence and research;
11. Ensure improved access, quality and use of medical products and technologies;
12. Provide leadership, strengthen governance and foster partnership and collaboration with countries, the United Nations system and other stakeholders in order to fulfil the mandate of WHO in advancing the global health agenda as set out in the Eleventh General Programme of Work; and
13. Develop and sustain WHO as a flexible, learning organization, enabling it to carry out its mandate more efficiently and effectively.

Rationale for integrating C4D into WHO work

Although not specifically articulated as Communication for Development initiatives, communication activities are viewed by WHO as an essential part of ongoing programmes. WHO also considers communication activities to be key to the achievement of its longer-term developmental and humanitarian goals.

C4D guiding principles

Key principles underpinning WHO communication work include:

- basing communications work on evidence and evidence-based communications;
- communicating health problems, possible solutions and clarifying the role of WHO on a given issue;
- working in partnership with a broad range of stakeholders, including civil society, national governments and regional and global bodies;
- listening and observing are central to WHO communication work; and
- recognizing that programme participants are not passive recipients of information.

C4D approach

- Ensuring that all communication initiatives are linked to programme goals;
- Using a mix of C4D approaches – including advocacy, social mobilization and media communications – whenever possible;
- Using public health information, research and evidence to inform communication initiatives;
- Ensuring that two-way communication and dialogue with communities and other partners lie at the heart of all communications activities;
- Evaluating communications work whenever possible to look beyond communications outputs and assessing outcomes and impact of health objectives; and
- Strengthening the capacity of countries to communicate health issues effectively.

Human resources and funding for C4D within WHO

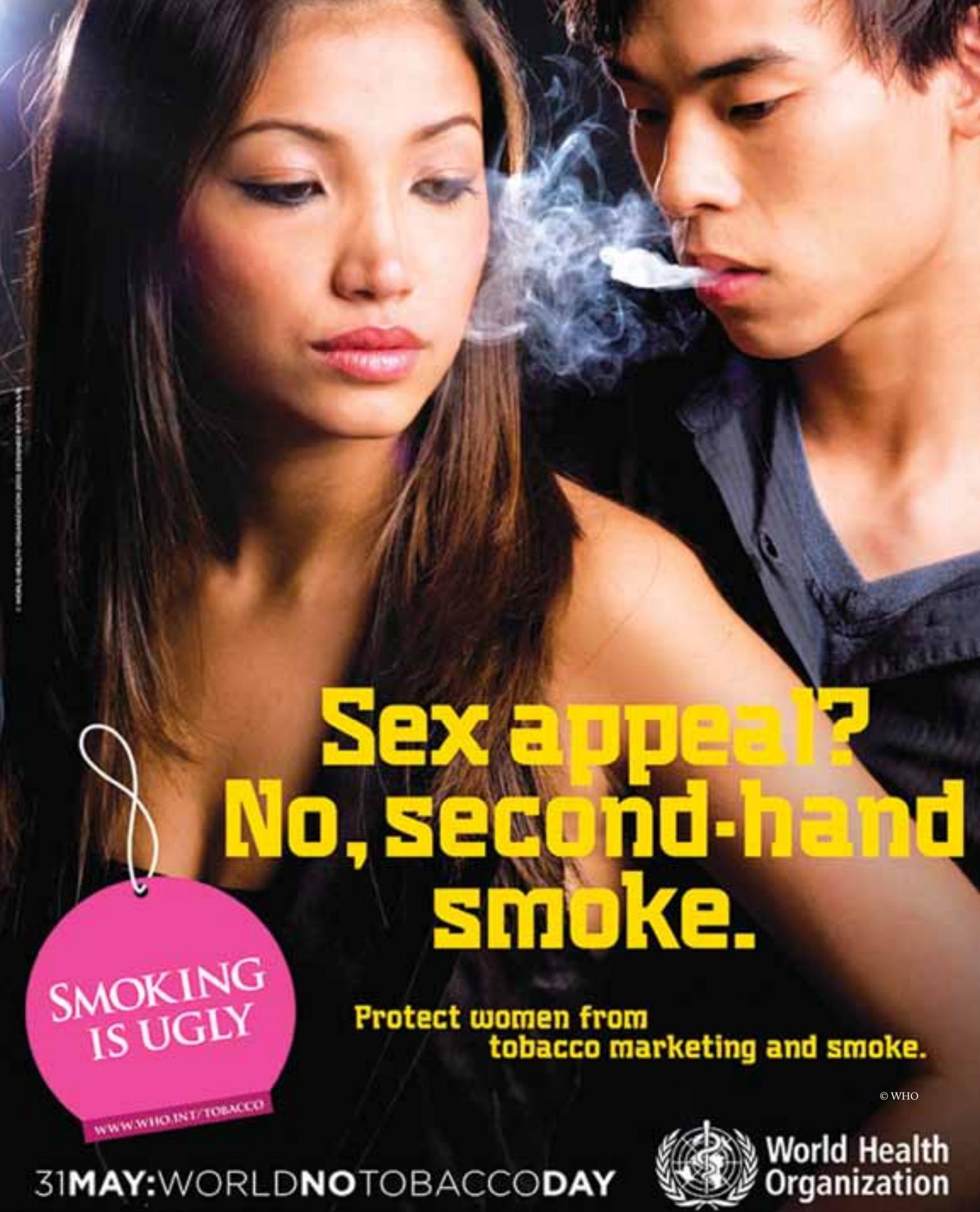
Since 2008 formal responsibility for C4D within WHO has rested with the Central Department of Communications in the office of the Director General. No staff member's designation includes C4D and no financial resources are dedicated to it. Nonetheless, C4D approaches are now regarded as standard for major communications activities within programmes. Increasingly, headquarters staff members are using C4D approaches – without necessarily referring to them as such. This increasing institutionalization of C4D is due to: (i) regular communication training for both communications and technical officers; (ii) increased involvement of technical staff, with their in-depth understanding of development programming, in communications; and (iii) a clearance process for communications activities and products which requires compliance with a C4D approach.

C4D contact within WHO

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Notes

- ¹ The General Assembly of the United Nations ratified the Constitution of the World Health Organization (1948) <http://apps.who.int/gb/bd/PDF/bd47/EN/constitution-en.pdf>
- ² WHO Medium-term Strategic Plan 2008–2013; http://apps.who.int/gb/e/e_amtsp3.html



**Sex appeal?
No, second-hand
smoke.**

**SMOKING
IS UGLY**

WWW.WHO.INT/TOBACCO

**Protect women from
tobacco marketing and smoke.**

© WHO

31MAY:WORLDNO TOBACCO DAY



**World Health
Organization**

GLOBAL CAMPAIGN: The role of communication in battling the tobacco epidemic

- Mobilizing social and political support to transform a public health issue into a global concern;
- Advocating a coordinated global response to control tobacco use; and
- Harnessing support for international legislation.

Background

Tobacco is the single most preventable cause of death and is estimated to kill more than 5 million people each year.¹ If current patterns continue, tobacco use will kill more than 8 million people per year by 2030 with 80 percent of these premature deaths in low and middle-income countries.² By the end of this century tobacco may kill a billion people unless urgent action is taken.

The economic costs of tobacco use are equally devastating. Countries suffer huge financial losses due to high health-care costs and lost productivity as a result of tobacco-related illnesses and premature deaths. In high-income countries, the overall annual cost of health care attributed to tobacco use has been estimated at between 6 percent and 15 percent of total health-care costs.³ Tobacco and poverty are inextricably linked. Studies have shown that in the poorest households in some low-income countries as much as 10 percent of total household expenditure is on tobacco.⁴ This results in these families having less money to spend on basic items such as food, education and health care. In addition to its direct health effects, tobacco use leads to malnutrition, increased health-care costs and premature death. It also contributes to a higher illiteracy rate since money that could have been used for education is spent on tobacco instead. Tobacco's role in exacerbating poverty has been largely ignored by researchers.

Project rationale

Tobacco use is a major public health issue and a persisting challenge for development. Propelled by a multinational industry, driven by profits and fostered by the addictiveness of nicotine, the epidemic spread quickly from developed to developing countries where more than two thirds of the world's smokers live. Traditional public health and medical approaches have proven largely ineffective against the tobacco industry's power, transnational reach and enormous resources.

By the 1990s, the widespread use of tobacco was a leading cause of premature death. Efforts to stem the global tobacco epidemic were proving ineffective. Globalization weakened the efforts of individual countries to control tobacco use. Medical models and traditional public health methods were no match for the tobacco industry's power, transnational reach and enormous resources. In the face of this growing tobacco epidemic, the WHO goal was to create an international treaty to combat tobacco use and adopt it as a core instrument to advocate tobacco control.

Implementation approach

For the first time since its inception, WHO decided to invoke Article 19 of its Constitution, which mandated treaty-making powers for the organization in order to curb the tobacco epidemic and save millions of lives each year. The twin objectives were to strengthen the Secretariat's own capacity to deal with the epidemic by establishing the Tobacco Free Initiative and, working with Member States, to set in motion a complex series of activities to establish an international treaty – the WHO Framework Convention on Tobacco Control. To achieve these objectives, a series of interlinked projects and activities were developed using a range of programmatic, legal, advocacy and lobbying interventions backed up by various types of communication.

Project partners

Inter-agency collaboration was critical for the success of this work and WHO worked closely with a number of international organizations including FAO, ILO, UNICEF and the World Bank. Other important collaborative alliances were strengthened with the US Centers for Disease Control and Prevention and the Canadian Public Health association to set up a system to track progress in tobacco control. The Global Youth Tobacco Survey was one of the first schemes to emerge from this initiative and forms the cornerstone of the Global Tobacco Surveillance System. A major proportion of the funds required came from the United Nations Foundation and the United Nations Fund for International Partnerships. Partnerships with civil society were essential. A global NGO network formed The Framework Convention Alliance, which became one of the principal non-state participants in the process, promoting the important role of civil society in policy-making. The NGO alliance set up a 'death clock' in full view of delegates working on the treaty. It also published a daily newsletter and distributed awards during the negotiations and used media advocacy to support the process.

C4D tools

From the outset, relevant communications, particularly advocacy communications, were integrated into strategies to sensitize countries on the urgent need for a coordinated global response to control tobacco use and to develop a framework convention. Mobilizing social and political support was essential for transforming a public health issue into a global concern. Media and public relations campaigns targeted those individuals and groups whose opinions and resources could influence the social and political processes necessary to bring about change in tobacco use. These were powerful tools in bringing about modifications in knowledge, attitude and values and harnessing support for unprecedented international legislation. This, in turn, paved the way to shifts in policy and social norms at the national level to combat the tobacco epidemic. The emphasis on communications has been sustained with their focus reflecting shifting challenges and priorities.

(i) World No Tobacco Day (WNTD)

In May 1988, on the 40th anniversary of its founding, the World Health Assembly (WHA) formally launched the World No Tobacco Day (WNTD) initiative with the aim of reducing deaths from tobacco-related health problems.⁵ This followed the passing of resolution (WHA40.38) in 1987 by WHO Member States. WNTD is celebrated each year on 31 May, and each year an evidence-based priority for tobacco control is selected as the theme to be promoted on that day.⁶ For each theme a global campaign is conceived and designed together with stakeholders. It is then adapted for regional and national contexts and launched on WNTD. Anti-tobacco champions, from former smokers to city mayors, highlight the particular theme and press conferences are organized around the world to draw the public's attention to issues related to it. Civil society organizations and partners help to mobilize a series of events around the same time.

(ii) Tracking tobacco control

Since 2008 an annual report tracking progress on tobacco control measures is launched on WNTD. The findings of these reports are widely disseminated at global and national levels.

(iii) Establishing the WHO Framework Convention on Tobacco Control (WHO FCTC)

The work on tobacco control accelerated in 1998. One of the first actions of WHO was to call for a complete ban on tobacco advertising arguing that studies established a link between exposure to advertising and starting to smoke. In the same year a new communications strategy was launched to increase support for a global legal framework. A year later a WHA resolution called for the work to begin formally and established an inter-governmental negotiating body (INB). Communicating the growing evidence on the impact of tobacco use to policy makers to support negotiations as well as high profile events such as World No Tobacco Day were important components in the process.

Global communication campaigns were adapted to meet national and regional needs based on input by different stakeholders. People were mobilized at all levels around a series of events. Communication strategies both targeted and involved governments and policy makers, particularly Ministers of Health, communities, NGOs and men, women and children who either used tobacco or were targeted by the tobacco industry's marketing machinery. A new image emerged during the Convention negotiations, that of orchids for ashtrays, which was developed by a former smoker as part of an advocacy campaign. This image inspired the 'orchid awards', which were given by NGO observers to those regarded as boosting progress towards a convention. A 'dirty ashtray' award was given to those perceived as impeding progress.

Within four years, the World Health assembly adopted the WHO FCTC, which entered into force two years later in 2005. By the end of 2009, more than 160 Parties to the WHO FCTC, representing 85 percent of the world's population, had signed up to the Convention. This Convention has become one of the most widely endorsed treaties in the history of the United Nations and illustrates the global political will for making tobacco control successful and comprehensive.⁷

Contributions of C4D approaches

No progress in curbing tobacco usage would have been possible without an integrated comprehensive and long-term strategic approach involving public health measures, international pressure, the WHO Framework Convention on Tobacco Control, and a range of communication initiatives.

In 2008 WHO launched a new landmark report that provided the first comprehensive analysis of global tobacco use and control efforts.⁸ The global analysis was compiled by WHO with information provided by 179 Member States. It provided governments and other groups with a roadmap to reverse the epidemic by outlining six control measures (MPOWER⁹) that are anchored in, and build on, the WHO Framework Convention on Tobacco Control. The report noted that while progress had been made, not a single country had fully implemented all six of the tobacco control measures. Other key findings included: (i) only 5 percent of the world's population live in countries that fully protect their populations with any of the key measures that reduce smoking rates; (ii) governments around the world collect 500 times more money in tobacco taxes each year than they spend on anti-tobacco efforts; (iii) the epidemic's shift to the developing world, where 80 percent of the more than eight million annual tobacco-related deaths projected by 2030 are expected to occur; and (iv) This shift results from a global tobacco industry strategy to target young people and adults in the developing world, ensuring that millions of people become fatally addicted every year. The targeting of young women in particular was highlighted as one of the 'most ominous' potential developments of the epidemic's growth.

A second global report that focused on smoke-free environments was published in 2009.¹⁰ This theme had been selected because of the harm of second-hand smoke, which is estimated to cause about 600,000 premature deaths per year, countless crippling and disfiguring illnesses and economic losses in the tens of billions of dollars per year. The report devoted particular attention to Article 8 of the WHO Framework Convention on Tobacco Control, addresses protection from exposure to tobacco smoke. Key findings of the report included:

- (i) over 5 percent of the world's population was covered by comprehensive smoke-free laws in 2008, up from 3 percent in 2007. Seven countries – Colombia, Djibouti, Guatemala, Mauritius, Panama, Turkey and Zambia – implemented comprehensive smoke-free laws in 2008, bringing the total to 17;
- (ii) five more countries – Djibouti, Egypt, the Islamic Republic of Iran, Malaysia and Mauritius – met the best practices for health warnings on cigarette packages;
- (iii) three more countries – Israel, Romania and the United Arab Emirates – offered comprehensive help to quit;
- (iv) only one country, Panama, joined the small group of countries that bans all forms of tobacco advertising, promotion and sponsorship. More than 90 percent of people lack protection from tobacco industry marketing;

- (v) six more countries – Czech Republic, Estonia, Fiji, Finland, the Netherlands and Seychelles – levied tobacco taxes higher than 75 percent of the retail price; and
- (vi) of the world's 100 most populous cities, 22 are smoke-free.

Extracts from the 2009 report on tobacco control suggest that progress continues to be made. Analysis of national reports indicates 85 percent of participating countries have established inter-ministerial coordination teams for tobacco control and nearly 80 percent have prohibited sales of tobacco products to minors.

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<http://www.who.int/tobacco/en/index.html>.
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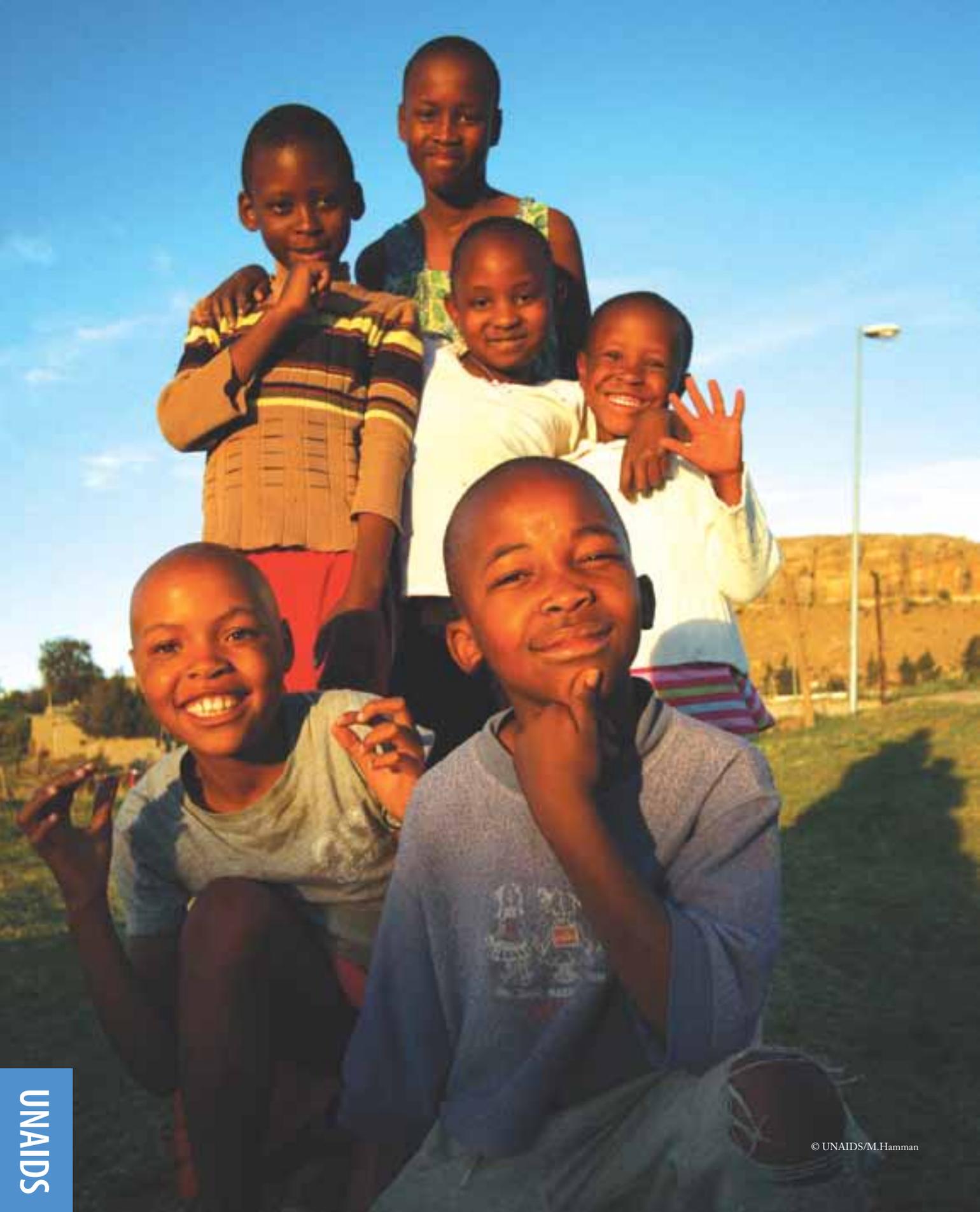
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- ¹ WHO Report on the Global Tobacco Epidemic, 2009.
- ² Ibid.
- ³ Prabhat Jha, Chaloupka F.J. 'Curbing the epidemic: Governments and the economics of tobacco control'. Washington, D.C., World Bank, 1999.
- ⁴ Publications for World No Tobacco Day 2004 were informed, inter alia, by: 'Analysis of the Economics of Tobacco in Morocco. HNP Discussion Paper. Economics of Tobacco Control Paper No.7, March 2003. Aloui O and 'Smoking, Standard of Living, and Poverty in China International Development' for Research Centre/Research Institute for Tobacco Control and the World Bank, Hu T, Mao Z, Liu Y (forthcoming)
- ⁵ WHA42.19, was passed in 1988, and called for the celebration of World No Tobacco Day on 31 May
- ⁶ Over the last decade advocacy themes have included: 2000 - Tobacco kills, don't be duped;-2001 - Second-hand smoke kills; 2002 - Tobacco free sports ;2003 - Tobacco free film, tobacco free fashion; 2004 - Tobacco and poverty, a vicious circle; 2005 -Health professionals against tobacco; 2006 Tobacco: deadly in any form or disguise; 2007 - Smoke free inside; 2008 - Smoke free inside; 2009 - Tobacco health warnings ; 2010 - Gender and tobacco with an emphasis on marketing to women.
- ⁷ WHO Report on the Global Tobacco Epidemic, 2009.
- ⁸ WHO Report on the Global Tobacco Epidemic, 2008. Available at http://www.who.int/tobacco/mpower/mpower_report_forward_summary_2008.pdf
http://www.who.int/tobacco/mpower/mpower_english.pdf.
- ⁹ MPOWER: The six measures are: monitor tobacco use and prevention policies; protect people from tobacco smoke; offer help to quit tobacco use; warn about the dangers of tobacco; enforce bans on tobacco advertising, promotion and sponsorship; and raise taxes on tobacco.
- ¹⁰ WHO Report on the Global Tobacco Epidemic, 2009. Available at http://whqlibdoc.who.int/publications/2009/9789241563918_eng_full.pdf.



7. Joint United Nations Programme on HIV/AIDS

LESOTHO: Community dialogue as a catalyst for change



7. Joint United Nations Programme on HIV/AIDS

Organizational mandate

The Joint United Nations Programme on HIV/AIDS (UNAIDS), an innovative United Nations (UN) partnership that leads and inspires the world in achieving universal access to HIV prevention, treatment, care and support, was established in 1994 under ECOSOC Resolution 1994/24¹. Today, UNAIDS is made up of a Secretariat and 10 UN system cosponsors². Its mandate is to provide technical leadership, develop strategic information, build partnerships, mobilize resources, and support monitoring and evaluation on HIV-related issues. In 2001, UNAIDS organized the first United Nations General Assembly Special Session (UNGASS) on a global health issue. One hundred and eighty-nine Member States signed on to the UNGASS Declaration, committing themselves to an action plan, and to a decade of annual reporting to the United Nations General Assembly. The Political Declaration on HIV/AIDS (2006), supported by UNAIDS, further strengthened country commitments to move forward their national AIDS responses and scale up efforts to achieve universal access to HIV prevention, treatment, care and support. UNAIDS is guided by a Programme Coordinating Board (PCB) with representatives of 22 governments from all geographic regions, the UNAIDS Cosponsors, and five representatives of nongovernmental organizations, including associations of people living with HIV. The Secretariat of the joint programme manages UNAIDS offices in over 80 countries, and Regional Support Teams in seven regions. UNAIDS brings the multi-sectoral expertise and convening power of the UN in concerted support of inclusive, rights-based and evidence informed national AIDS responses in low and middle income countries.

Core tenets underpinning the work of UNAIDS

The Millennium Development Goals; a human rights-based approach to programming (HRBA); Declaration of Commitment on HIV/AIDS (2001); Political Declaration on HIV/AIDS (2006); and United Nations Security Council Declaration 1308 (2000). UNAIDS vision statement is “Zero new HIV infections. Zero discrimination. Zero AIDS-related deaths.”

Key UNAIDS strategic goals

UNAIDS encourages countries to ‘Know your epidemic and response,’ and to undertake inclusive, evidence-informed and dialogue-based programming approaches to tailor and scale up their responses to meet the actual needs of communities affected by HIV. In 2010 UNAIDS, adopted the new “UNAIDS 2011-2015 Strategy: Getting to Zero.”³

This strategy aims to advance global progress in achieving country set targets for universal access to HIV prevention, treatment, care and support and to halt and reverse the spread of HIV and contribute to the achievement of the Millennium Development goals by 2015. It sees the AIDS response as a long term investment and the intent of the strategy is to revolutionize HIV prevention, catalyze the next phase of treatment, care and support, and advance human rights and gender equality.

The UNAIDS strategy goals by 2015 are:

- Sexual transmission of HIV reduced by half, including among young people, men who have sex with men and transmission in the context of sex work

- Vertical transmission of HIV eliminated, and AIDS-related maternal mortality reduced by half
- All new HIV infections prevented among people who use drugs
- Universal access to antiretroviral therapy for people living with HIV who are eligible for treatment
- TB deaths among people living with HIV reduced by half
- People living with HIV and households affected by HIV are addressed in all national social protection strategies and have access to essential care and support
- Countries with punitive laws and practices around HIV transmission, sex work, drug use or homosexuality that block effective responses reduced by half
- Countries imposing HIV-related restrictions on entry, stay and residence reduced by half
- HIV-specific needs of women and girls are addressed in at least half of all national HIV responses
- Zero tolerance for gender-based violence

The UNAIDS strategy is a roadmap for the Joint Programme with concrete goals marking milestones on the path to achieving UNAIDS' vision of “Zero new HIV infections. Zero discrimination. Zero AIDS-related deaths.”

Rationale for integrating C4D into the work of UNAIDS

UNAIDS is not an implementing agency but an innovative joint programme of the 10 UNAIDS Cosponsors. Thus the approaches to C4D in UNAIDS are the approaches of both the Secretariat as well as the cosponsoring agencies, as these are focused on the challenges of the AIDS pandemic. HIV is a retrovirus that today is treatable but is still both incurable and preventable. The modes of transmission of HIV vary substantially within and across countries, but from earliest days, people most at risk have been sex workers and their clients, people who use drugs, men who have sex with men, and people who have had unprotected sex with multiple partners or whose regular partner has done so. Therefore responding effectively to HIV has required communities, development programme implementers, and policy makers to deal with topics including sexuality, gender, drug and alcohol use, and other sensitive topics. Combating inequality, human rights violations and HIV-related stigma and discrimination is central to the work of UNAIDS. Furthermore, while HIV is a health problem, its social, economic, spiritual and political dimensions require a strategic, coordinated, multi-level response that engages people's hearts as well as their intellect and agency. All forms of communication, and C4D in particular, are integral to effective HIV programmes⁴. Indeed, advocacy, communication and social mobilization are key ingredients for providing HIV information, promoting or marketing available HIV services, and for engaging communities and organizations in creating more enabling environments, in which universal access to HIV prevention, treatment, care and support can be achieved and sustained.

C4D guiding principles

- Human rights, including equity, inclusiveness, transparency and accountability;
- Gender responsiveness;
- Evidence-informed policy development and programme improvement;
- Full engagement of affected communities and greater involvement of people living with HIV (GIPA)⁵;
- Working in partnership, across disciplines and sectors; and
- Standing with the most vulnerable; giving voice to the voiceless.

C4D approach

UNAIDS uses and contributes to C4D by building and disseminating strong evidence for programme guidance and policy debate; using popular media formats to demystify HIV and to engage the widest possible audience;

connecting statistics with the people behind the numbers – putting a human face to the data and the key issues⁶; creating platforms for dialogue and debate that bring diverse stakeholders together to share experiences in real time, from country level consultations on universal access to the online community, AIDS space⁷. AIDSspace.org is an online community for connecting people, sharing knowledge, and accessing services for the 33.4 million people living with HIV and the millions who are part of the response.

The UNAIDS Secretariat and Cosponsors identify frontier issues and provide thought leadership to shape the health and development policy debate at global, regional and country levels. The cross-cutting strategies through which UNAIDS assists countries to achieve results in the 10 priority areas include: (i) bringing AIDS planning and action into national development policy and broader accountability frameworks; (ii) optimizing UN support for applications to, and programme implementation of the Global Fund to Fight AIDS, Tuberculosis and Malaria; (iii) improving country-by-country strategic information generation, analysis and use, including through the mobilization of novel data sources; (iv) assessing and brokering technical assistance; (v) developing shared messages for sustained political commitment, leadership development and advocacy; and (vi) broadening and strengthening engagement with communities, civil society and networks of people living with HIV at all levels of the response.

Human resources and funding for C4D within UNAIDS

C4D work is included in the work plans and budgets of the agencies and Secretariat teams throughout the programme.

C4D contact within UNAIDS

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Notes

¹ UN ECOSOC Resolution 1994/24:

http://data.unaids.org/pub/ExternalDocument/1994/ecosoc_resolutions_establishing_unaids_en.pdf

² Co sponsors of UNAIDS are UNHCR, UNICEF, UNODC, UNESCO, ILO, UNDP, UNFPA, WFP, WHO, World Bank.

³ UNAIDS 2011-2015 Strategy: Getting to Zero

http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2010/JC2034_UNAIDS_Strategy_en.pdf

⁴ HIV/AIDS & Communication for Behavior and Social Change: Programme Experiences, Examples and the way forward, UNAIDS, 2001, p.6.

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⁵ The Greater Involvement of People Living with HIV (GIPA):

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⁶ UNAIDS, 2010, OUTLOOK REPORT Geneva

http://data.unaids.org/pub/Outlook/2010/20100713_outlook_report_web_en.pdf

⁷ AIDS Space, <http://www.aidsspace.org/home.php>.



LESOTHO: Community dialogue as a catalyst for change

- Generating ownership of research findings among diverse groups at local and national levels;
- Building trust and confidence in research processes and subsequent programme interventions at local level; and
- Embedding partnerships as a key element of national AIDS strategic plan.

Background

The Kingdom of Lesotho, completely surrounded by South Africa, has a population of 1.8 million. With one of the highest prevalence rates of HIV¹ it is one of the poorest countries in the world, and life expectancy has dropped from 60 years in 1992 to 43 years in 2007.² The most recent Human Development Index (HDI) ranks Lesotho as 156 out of 182 countries.³ The HIV prevalence rate for adults rose from 4 percent in 1993 to 23.2 percent in 2004.⁴ If stratified by age and gender it is estimated that 43.3 percent of all women in Lesotho aged 35-39 are living with HIV.⁵ Before the pandemic reached these levels, the Lesotho Government declared HIV a national disaster, launched a National AIDS Strategic Plan and established a National AIDS Commission to oversee the implementation of the plan.⁶ Since then a new comprehensive National AIDS strategy has been developed with the support of the Joint UN Team on AIDS. The HIV epidemic is often referred to as the most urgent development problem facing the country. While 92 percent of young people in Lesotho have heard of AIDS, only 18 percent of males and 26 percent of females aged 15-24 could both correctly identify ways of preventing the sexual transmission of HIV and reject major misconceptions about HIV transmission.⁷

Project rationale

As a step towards halting the epidemic in the region, the Southern African Development Community (SADC) held an expert think tank meeting in Maseru in May 2006. One of the meeting's main conclusions was that multiple and concurrent sexual partners is a key driver of the epidemic in the region. A 2007 survey found that 16 percent of women and 36 percent of men had more than one current sexual partner.⁸ In the same survey, 11 percent of women and 27 percent of men were found to have had more than one sexual partner in the last month. In a country where women and men in every income, education and migration category had an HIV prevalence of 15 percent or higher in 2004⁹, there is an urgent need for improved communication around HIV.

In 2008 UNAIDS, together with the National AIDS Commission (NAC) of Lesotho and Family Health International (FHI), undertook a qualitative study in five communities to get a better understanding of: (i) the social, economic and cultural considerations that influence individuals' decisions to engage with multiple sexual partnerships; and (ii) their perception of HIV risk in such relationships.

Implementation approach

Gender and Multiple and Concurrent Sexual Partnerships study was first conceptualized in early 2007 and by the end of that year funding for the project had been approved. A vital part of the study design was a comprehensive community engagement component which embraced community dialogue and feedback sessions in the selected research communities. The aim was to ensure meaningful community involvement and ownership of the research process and increase the acceptability of the research findings. Research teams were trained in January 2008 and piloting and fine-tuning of research tools took place throughout February and March. From April to September data were collected and analysed. Feedback sessions at the national level began in October 2008 and were followed in November and December by dialogue and feedback sessions at district and community levels.

Throughout the implementation process, the study team reported to the Expanded United Nations Theme Group on HIV/AIDS comprised of key partners responsible for implementing Lesotho's response to AIDS. The team was therefore in constant dialogue with organizations in the country, which were initiating social change communication programmes around multiple and concurrent sexual partnership.

Project partners

A strategic partnership was established with the National AIDS Commission (NAC) as the coordinating body of the AIDS response in Lesotho. As the NAC has offices in Lesotho's 10 districts, its staff were able to involve key district stakeholders in every stage of the study. By working within existing structures the project team was able to engage local government officials from the outset giving them an opportunity to influence the process and provide insights and interpretation of the study findings.

The partnership with Family Health International (FHI) was established with the assistance of the coordinator of the President's Emergency Plan for AIDS Relief (PEPFAR) in Lesotho. The importance of undertaking formative research on multiple and concurrent partnerships was raised in discussions of the Expanded United Nations Theme Group on HIV/AIDS. Both UNAIDS and PEPFAR independently had considered such research but agreed that it would be a better use of their resources to implement the project in partnership. PEPFAR brought on board FHI for the latter's technical expertise in large-scale qualitative research methodology and collaborative analysis.

Community engagement strategy

There were three broad stages to the community engagement strategy:

The first step was a visit to six districts five months prior to the study being conducted. In each district informal discussions were held with key stakeholders to explore the feasibility of implementing the study in that district. This process resulted in five districts being identified as research sites.

The second step involved working with the NAC technical support officers to organize meetings with district and community stakeholders two weeks prior to the start of the study. Discussions, led by the field coordinator of the research team, were not restricted to the content and administration of the study but allowed for broader exchanges around perceived key drivers of the epidemic and key risk groups in the district.

Community dialogue sessions, the final step of the community engagement process, were held after the research team had carried out a preliminary analysis of collected data. The twin objectives of these sessions were to provide district and community members with an opportunity to reflect on the research findings and to validate the research team's analysis and interpretations.

Overview of community dialogue approach

The research team, made up of 10 Basotho research assistants together with the UNAIDS coordinator and the FHI technical assistant, developed the tools used during the district and community dialogue sessions. This process was facilitated by a UNICEF expert on participatory rural appraisal (PRA) methods and tools. The interaction between the PRA expert and the research assistants, who during the course of the study had moderated 30 focus group discussions and conducted 92 in-depth interviews, proved extremely productive. The PRA tools were adapted to fit the specific purpose of the community dialogues which was defined by the research team as 'ensuring our story on multiple and concurrent sexual partnerships in Lesotho is complete.'

Between 736 and 836 people participated in the feedback sessions: 500–600 at the national level, 118 at the district level with an average of 23 participants per meeting, and 128 at the community level, with an average of 26 participants per meeting.

Sesotho was the primary language used in discussions in district and community settings. At the district level, the research team used PowerPoint presentations to describe the study and introduce the preliminary findings. At the community level, the team adopted more interactive techniques to present the findings, for example, large pie charts with moveable pieces and a representation of sexual networks, to explain HIV transmission dynamics. Following the presentation of findings at district and community meetings participants broke into smaller groups to take part in guided discussions, similar to focus group discussions, to draw out their responses to, and interpretation of, the results. Guided discussions included two components at the district level and four components at the community level:

- Codes for the 12 most dominant themes from the research were written on separate cards. Each code was described using definitions developed by the research team. Participants were asked whether they agreed or disagreed with the definitions provided, and why; and
- A series of short quotes from selected transcripts were read and participants were asked to identify which codes described what was being said. The quotes used in each district were selected from transcripts from that district. Each quote was selected with care to avoid placing any potentially identifying information in the public domain.

Additionally, at the community meetings, code cards were laid out where everyone could see them. Each participant in the group was then asked to state which one she or he considered to be the most important reason why people have more than one sexual partner concurrently; and the group as a whole was asked to give a reason why people have more than one sex partner concurrently by ranking rank each code as important, somewhat important, or very important.

With the permission of the participants, these discussions were recorded and the groups' output photographed. The meeting then reconvened in plenary discussion and a member from each break-out group provided feedback on key points from his or her group discussion. The meetings ended with the facilitator asking the participants to answer the question, "If you had one minute to address members of your community what would you advise them to do to prevent the spread of HIV?"

The data from the district and community dialogue sessions were analysed and presented to a group of implementing partners at the national level. The findings were also integrated into the final study report. The community sessions led to some adjustments in some code definitions, but most importantly, showed the willingness of community members to discuss topics that very often are perceived as taboo and therefore seldom raised. Throughout the process it was clear that communities, when given the opportunity to participate, provided valuable insights not only on the interpretation of research findings but also on programme implementation approaches.

Contributions of the C4D approach

The inclusion of the rigorous community engagement, dialogue and feedback sessions significantly influenced the extent to which the Gender and Multiple and Concurrent Sexual Partnerships study's findings informed policy and practice of key stakeholders working on HIV/AIDS. The project integrated a social science approach with community dialogue processes and the project team's engagement in both aspects resulted in a successful study. The community engagement and dialogue components helped ensure that the study did not become 'just another report' in Lesotho. The strategy generated ownership, not only of the process but also of the issues, with the result that multiple and concurrent sexual partnerships are now at the centre of the AIDS response in Lesotho. Three key factors contributed to establishing a real sense of authenticity, ownership and legitimacy of the findings and the

research process as a whole: (i) ensuring that the dialogue from the national to community level was led by the National AIDS Commission; (ii) ensuring rigorous research design, implementation and collaborative analysis; and (iii) guaranteeing full engagement of the 10 local research assistants in the analysis and interpretation of results as well as data collection.

Key outcomes included:

(i) Research findings were widely disseminated and discussed at national, district and community levels

The National AIDS Commission's circulated study results to programme managers of AIDS-implementing organizations at district level, which in turn supported the dissemination of study findings to the general public. The National AIDS Commission also appeared on National Radio Station programmes to share the findings of the study and participate in talk-shows on the topic. A presentation on the research process and results was given to the parliamentary and senate select committee on HIV and AIDS and led to parliament identifying multiple and concurrent sexual partnerships as a key outcome area in its strategic plan on AIDS.

(ii) Study results informed policy and practice of key development stakeholders

Importantly, the national HIV prevention thematic group used the results of the study in the Social and Behavior Change Package. The Joint UN Team on AIDS has included provision of technical support to build capacity of leaders at all levels to address issues that surround and drive Multiple and Concurrent Sexual partnerships. The community-validated study findings, as well as elements of the community feedback sessions, were integrated into the development and implementation of the One Love campaign which was launched by the Minister of Health. The study field coordinator, who was deeply engaged throughout the research process, was recruited by One Love to work on community dialogue elements of their campaign. This ensured that the rich experience from the research project became a key resource in the major social change communication programme around Multiple and Concurrent Sexual Partnerships in Lesotho.

All partners in the project, including those who participated in the community dialogues, felt that the communication element strengthened the project outcomes. The team received important feedback, as the dialogue between the research sites and the research team remained ongoing throughout the process. In the initial meetings, community members and even local government officials were skeptical that the research team would return to discuss findings. By fulfilling the commitment to return to the sites, the project established trust between the researchers and the communities, which enabled full engagement in dialogue around the findings. Research assistants described the findings and feedback discussions with district and community stakeholders as one of the most rewarding aspects of the project.

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