WORLD CONGRESS ON COMMUNICATION FOR DEVELOPMENT

Lessons, Challenges, and the Way Forward

The Communication Initiative

Food and Agriculture Organization of the United Nations (FAO)

The World Bank

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Cover design: Circle Graphics.

Contents

Foreword

The first World Congress on Communication for Development sought to provide the evidence and make the arguments for placing Communication for Development much closer to the center of development policy and practice. The Congress did so by creating a space for practitioners, academicians, and decision makers to come together formally and informally to review impact data, share experiences on processes and approaches, listen to stories, learn from new research, and strengthen the networks that will carry the work of the Congress beyond Rome. The presentations and discussions underlined the importance of Communication for Development and distinguished it from communication per se for an influential audience not steeped in the lessons and experiences of the field.

The United Nations defines Communication for Development as a process that "allows communities to speak out, express their aspirations and concerns, and participate in the decisions that relate to their development" (General Assembly resolution 51/172, article 6). This definition contrasts sharply with the tendency to associate the word "communication" with concepts such as dissemination, information, messages, media, and persuasion. The term "Communication for Development" encompasses these concepts but embraces a much broader vision. While it certainly draws on many years of experience developing methods to facilitate dialogue, investigate risks and opportunities, compare perceptions, and define priorities for messages and information, it is also and most fundamentally a social process to involve people in their own development. The real differ-

ence between communication and Communication for Development lies in this broader vision that views the people most affected by development change as being active participants in a social process, not only as receivers of messages. If development is something done "with" people, not "to" them, Communication for Development must be central to any development initiative from the very beginning.

Communication for Development allows stakeholders to take part in development projects and programs at the initial planning stage, ensuring a better design and the required buy-in by those most affected by development change. Furthermore, it is key in fostering communities' participation by reflecting their views and priorities and strengthening local communication processes. The application of communication to development is not simply a matter of acquiring better information. Communication processes and techniques need to be used for better negotiation, risk management, project design, and active engagement of those most affected if we are to make development initiatives more successful and sustainable.

The Congress dealt with these issues at great length. Debate among the participating practitioners, academicians, and decision makers offered a rare occasion for such broad interaction. The long road leading to the Congress also provided a space where organizations with different mandates, size, and geographical origins joined in the planning and decision-making process. The positive results, and we believe there were many, must be attributed to those diverse individuals and organizations that helped make this Congress a reality. The shortcomings, and we are humbly aware of them, stem at least partially from the difficulties of putting together an event without precedent or blueprint, combined with high and varied expectations.

The Congress was a milestone for Communication for Development, but like all milestones it was only a marker on a longer road. We believe it moved the field forward and helped bring together not only evidence and stories but also people and ideas. Many have told us that it created momentum, and if the legacy of papers, proceedings, contacts, and networks strengthens our ability as a field to argue for and gain a more central role in development, then the Congress has achieved its central goal. The one thing we heard time and again (and unanimously) was that Communication for Development as a field, as a process, and as an approach to development is essential

to achieve the Millennium Development Goals (MDGs) and to meet the many development challenges and decisions that await us over the coming years.

We hope you will find these proceedings useful as you move down the road toward other milestones.

Alexander Müller
Assistant Director-General
Natural Resources Management and Environment Department
FAO

Paul Mitchell
Manager
Development Communication Division
The World Bank

Warren Feek
Executive Director
The Communication Initiative Network

Preface

The first World Congress on Communication for Development (WCCD) took place in Rome, Italy, on October 25–27, 2006. The main goal of the WCCD was to position and promote the field of Communication for Development in the overall agenda of development and international cooperation.

Toward this end, three types of stakeholders, who rarely interact, gathered in Rome: academics, practitioners, and policy and decision makers. The interaction and exchange of perspectives among these three groups served to enhance the overall understanding of the field of Communication for Development by a broader audience.

These proceedings contain the wealth of knowledge included in the presentations, panel sessions, and plenary discussions that took place in Rome. The organization of the proceedings reflects the structure of the Congress, where three thematic areas were selected to guide the main discussions: health, governance, and sustainable development. A fourth area, named Communication Labs, dealt with cross-cutting methodological issues in the field of Communication for Development.

The book also includes other important contributions:

- A background paper titled "Communication for Development: Making a Difference," which was prepared by a group of top scholars and practitioners who actively participated in the preparation of the Congress as members of the Scientific Committee

- The "Rome Consensus," a declaration that was agreed upon by the WCCD participants and that summarizes key recommendations for mainstreaming Communication for Development in relevant policies and practices

- A multimedia DVD that includes all the papers accepted through a call for papers, as well as some videos presented during the Congress

Finally, the proceedings include a broader treatment of the historical trajectory and current practices of Communication for Development. This approach is intended to further promote the understanding of the scope of this field, which has broadened well beyond the original idea of diffusion and persuasion aimed at changing individuals' behavior and now encompasses also the idea of communication as a two-way process for (a) engaging stakeholders in the assessment and prioritization of development needs, and (b) providing the inputs that will lead to more effective and sustainable design of development initiatives.

It is our hope that at the end of this book, readers will have a much better understanding of the value and role of Communication for Development.

Acknowledgments

I t is not easy to properly identify and acknowledge the different roles played by so many individuals and institutions that made the first World Congress on Communication for Development (WCCD) possible and successful. We have tried our best, hoping to be forgiven in case of any unintentional omission.

First of all, we would like to thank the Ministry of Foreign Affairs of Italy, represented by the Directorate General for Development Cooperation, for their vision and generous support. The WCCD never would have happened without them.

But even with the support of the Italian government and the hard work of many people from the Secretariat, an event such as this Congress still would have not been possible without the dedicated efforts of many other people, as well as the commitment of institutions from around the world. It took more than two years to get to the WCCD. There were many issues to take into consideration, many things to do, and, as we all know, many different perspectives and scenarios to include. To ensure that the WCCD would embrace the geographic, institutional, cultural, and theoretical richness of the Communication for Development experience and scenario, several ad hoc committees provided strategic inputs and expertise. We would like to acknowledge the work of these organizations and individuals for their essential role in making the WCCD a success. We give an additional thanks to all those actively involved in the process for their patience and passion in the long and winding road to the WCCD. Despite animated discussions and a few intense moments, everyone worked passion-

ately and cohesively for the achievement of the intended results and deserves due credit. The following list acknowledges the major actors involved in this process.

The Steering Committee

The Steering Committee provided guidance and direction to the planning and implementation of the WCCD. It played a significant role in setting the strategies and goals and in establishing the broad framework for the agenda. The committee was composed of representatives from organizations active in the field of Communication for Development around the world, and it helped ensure that the WCCD was as representative as possible of all the different groups that took part in it.

AMARC
Marcelo Solervicens, Secretary General

AMIC—Asian Media Information and Communication Centre
Indrajit Banerjee, Secretary General

Calandria
Rosa Maria Alfaro, President

CECIP—Centre for the Creation of People's Image
Claudius Ceccon, Executive Director

CFSCC—Communication for Social Change Consortium
Denise Gray-Felder, President and CEO

DFID—UK Department for International Development
Sina Odugbemi, Former Program Manager and Adviser

GCRA—Global Communication Research Association
Basyouni Ibrahim Hamada, Secretary General

Healthlink Worldwide
Andrew Chetley, Director of Programs

Italian Development Cooperation
Claudio Glaentzer, Former Head of Financial Department
Antonio Morabito, Former Head of Communication
Stefano Cacciaguerra, Information and Communication Technology
    for Development Adviser

SADC-CCD—Southern Africa Development Community, Centre
    of Communication for Development
Chris Kamlongera, Director

SDC—Swiss Agency for Development and Cooperation
Gerolf Weigel, Head, ICT for Development Office

Soul City-IHDC—Institute for Health and Development
    Communication
Sue Goldstein, Senior Manager, Research, Resource Centre

UNDP—UN Development Programme
Jean Fabre, Deputy Director

UNESCO—UN Educational, Scientific and Cultural Organization
Kwame Boafo, Chief, Executive Office

UNICEF—UN Children's Fund
Rina Gill, Senior Program Officer

USAID—U.S. Agency for International Development
Elizabeth Fox, Deputy Director, Office of Health, Infectious
    Diseases, and Nutrition
Roberta Hilbruner, Chair, Sustainable Tourism Working Group

The Advisory Body

The Advisory Body worked along with the Steering Committee and
Secretariat to ensure the widest possible participation of organiza-
tions and individuals working in the field of Communication for
Development; to help identify the most appropriate policy and deci-
sion makers to participate in the Policy Makers' Forum; to con-
tribute to the pre-WCCD study on mainstreaming communication
("Communication for Development: Making a Difference"—see
appendix 3); and to advise on the post-WCCD advocacy strategy
and mainstreaming agenda.

AFD—Agence Française de Développement
Jean-Michel Severino, Director General
Henry de Cazotte, Director of Communication

African Development Bank
Eric Chinje, Manager, Internal and External Communication Division
Felix Njoku, Internal and External Communication Division

ALER—Latin American Association for Radio Education
Nelsy Lizarazo, Executive Director
Florencia Cremona, Director of Training and Research
Luis Dávila Loor, Former Executive Director

American University
Dr. Shalini Venturelli, Director, International
   Communication Division

ANDI—News Agency for Children's Rights
Veet Vivarta, Director

Asian Development Bank
Jeffrey Hiday, Director General, Department of External Relations
Sue Hooper, External Relations Department

Association of Italian NGOs
Sergio Marelli, President
Mario Grieco, Responsible for International Agencies

BBC World Service Trust
Stephen King, Director
Gerry Power, Director, Research and Learning
Sophie Garnham, Director, Strategy and Development

Bernard van Leer Foundation
Patricia Light-Borsellini, Communication Director

Communication Publique
Pierre Zemor, President

CTA—Technical Centre for Agriculture and Rural Cooperation
Oumy N'diaye, Manager, Communication Channels and
   Services Department

FELAFACS—Latin American Federation of
   Communication Faculties
Maria Teresa Quiroz, President

FNPI—Fundación para un Nuevo Periodismo Iberoamericano
Gabriel García Marquez, President
Jaime José Abello, Executive Director

Fondazione Pubblicità Progresso
Alberto Contri, President

Global Alliance for Public Relations and
   Communication Management
Sejamothopo Motau, Chairman
John Paluszek, Ambassador at Large
Toni Muzi Falcón, Past Chair

UNDP Oslo Governance Centre
Bjoern Foerde, Director
Elizabeth McCall, Civil Society and Access to Information
    Policy Adviser

UNECA—UN Economic Commission for Africa
Aida Opoku-Mensah, Officer in Charge, Development Information
    Services Division

UNEP—UN Environment Programme
Klaus Toepfer, Executive Director
Kilaparti Ramakrishna, Deputy Director, Division of Policy
    Development and Law

UNFPA—UN Population Fund
Kristin Hetle, Chief, Media Services Branch
Omar Gharzeddine, Information Officer

University of the Philippines Los Baños, College of Development
    Communication
Maria Celeste Cadiz, Dean
Dr. Cleofe S. Torres, Associate Professor and Dean

The Scientific Committee

The Scientific Committee was composed of 23 academicians and
practitioners in the field of Communication for Development, selected
on the basis of their contribution to the theory and practice of the
discipline. The members were responsible for selecting the papers
and presentations for the WCCD and for compiling papers and pre-
sentations for inclusion in the WCCD proceedings.

We give additional thanks to the members of the Committee who
also wrote the WCCD background study (appendix 3).

Chair:
Jan Servaes, PhD (Belgium/Australia), Professor and Head
School of Journalism and Communication,
    University of Queensland, Australia

Members:
Silvia Balit (Italy), Consultant

Guy Bessette (Canada), Senior Program Officer
International Development Research Centre (IDRC)

Ricardo Ramírez (Mexico/Canada), Assistant Professor
School of Environmental Design and Rural Development,
    University of Guelph

Douglas Storey (United States), Associate Director
Communication Science and Research, Johns Hopkins University
    Bloomberg School of Public Health

Pradip Thomas (India/Australia), Associate Professor
School of Journalism and Communication, University
    of Queensland

Thomas Tufte (Denmark), Professor
Roskilde University

Robert White (Tanzania), Professor
University of Tanzania

Karin Gwinn Wilkins (United States), Graduate Adviser and
    Associate Professor
Department of Radio-TV-Film, University of Texas at Austin

Finally, special thanks go to those individuals in the three organizations that joined forces to organize this event. The following paragraphs highlight the scope and mission of the three organizations that composed the Secretariat of the WCCD.

The subsequent Credits section highlights the organizers of the Congress and contributors to this publication.

The Communication Initiative

The Communication Initiative supports people and organizations engaging in development communication action. It works with a wide range of groups, whether they be small, local, rural organizations using traditional drama to address HIV/AIDS, script writers for popular TV entertainment with an environmental theme, editors and journalists, policy makers, or funders. The purpose of The Communication Initiative is to create a place and space where these groups can quickly and easily identify, choose, and engage with the information, knowledge, ideas, and networks that they deem necessary to

improve the impact and value of their work on the major concerns in their communities, organizations, and countries. The process is supported by three Web sites: The Communication Initiative, http://www.comminit.com/; La Iniciativa de Comunicación, http://www.comminit.com/la/; and Soul Beat Africa, http://www.comminit.com/africa/. Together they offer more than 35,000 pages of summarized information and a variety of interactive features, coupled with a series of electronic publications. More than 68,000 people from more than 200 countries have already subscribed, with the numbers growing every day. The Communication Initiative is led strategically and supported financially by a group of 29 partners (http://www.comminit.com/partners.html) representing some of the leading Communication for Development organizations in the world today.

The Food and Agriculture Organization of the United Nations—FAO

Since the early 1970s FAO has pioneered Communication for Development. In the past 30 years, hundreds of such programs, projects, and systems have been implemented in developing countries under FAO's leadership to achieve food security, sustainable natural resources management, and rural development. FAO's Communication for Development Group (ComDev@fao.org), presently located in the Research and Extension Unit, Natural Resources and Environment Department, focuses on strengthening the capacities of rural people and institutions in managing participatory communication processes to share knowledge and information and to enhance participation and dialogue for sustained rural development. Within this framework, FAO assists governments, institutions, and organizations to apply the tenets of Communication for Development to such key development issues as national programs for food security; sustainable natural resources management; national agricultural research and extension systems; rural information and communication systems; and sustainable livelihoods of vulnerable groups. Over the last years FAO has activated a series of regional platforms for Communication for Development to improve knowledge exchange and cooperation among institutions and practitioners and to advance Communication for Development at the policy level as well as in the field.

The World Bank

The World Bank recognized the importance of the discipline fairly recently, and in 1999 created a division devoted specifically to mainstreaming communication in Bank operations and upstreaming it in the development agenda. The Development Communication Division grew from only four professional staff members to more than 20. It was created mainly to provide communication support and analysis of nonfinancial risks (political, cultural, and social), in order to achieve more effective and sustainable projects. Donors have seen the importance of this work, and the Sustainable Development Operations Unit was created with financial support from the government of Italy, a long-time champion of the discipline. Recently the UK Department for International Development has also provided substantial assistance in communication and governance.

The Division's work in Bank operations and analyses soon revealed that, for the field to advance, it is of paramount importance to take stock of all the work already done, and also to reach out to other development partners to create a solid community of practice. In particular, Lucia Grenna, Head of the Sustainable Development Operations Unit recognized the momentum to create institutional synergies and partnerships. When she envisioned the organization of an event of global magnitude that would connect for the first time academia, practitioners, and policy makers, she found a partner in the Ministry of Foreign Affairs of Italy, which generously supported and hosted the event, and also in FAO, the natural organization to approach given its extensive body of knowledge and experience garnered over 30 years. It was also important to engage the wider community of practice and The Communication Initiative clearly stood out with an extensive worldwide network of practitioners.

Credits

Our most sincere appreciation is due to the following:

The Secretariat
The Communication Initiative: Warren Feek, Executive Director; Chris Morry, Director, Special Projects and Coordination
FAO: Mario Acunzo, Communication for Development Officer; Jean Pierre Ilboudo, Communication for Development Officer; Marcela Villareal, Director of Gender and Population Division

Executive Summary

The first World Congress on Communication for Development was held between October 25 and 27, 2006 at the Food and Agriculture Organization of the United Nations (FAO) in Rome, Italy. It was organized by the World Bank, FAO, and The Communication Initiative. In the run-up to the Congress, a series of regional meetings with a specific focus on sustainable development fed into the discussions and debates.

In addition to about 200 journalists and representatives of media outlets, the Congress attracted more than 900 participants from all over the world. They attended workshops and special events on three broad themes: communication for health, governance, and sustainable development, as well as an additional cross-cutting theme labeled "Communication Labs." The participants brought a wealth of knowledge and experience, which they shared in a series of plenaries and two debates televised by Radiotelevisione Italiana (RAI) and the British Broadcasting Corporation (BBC). At the end of the Congress, proposed recommendations were discussed with participants and with a panel of policy makers.

During the course of the debates, there were points of difference but also consensus on many issues. There was agreement that communication is integral to development and to achieving the Millennium Development Goals. For this reason, it must be built into development planning and embedded in strategies for poverty reduction, health planning, and governance.

There was also understanding that Communication for Development is not a quick fix: it requires long-term consistency of

engagement. Involving people actively from the start takes time and resources, but it pays off in terms of results and sustainability. All participants recognized the need to foster partnerships among government agencies, donors, academia, international organizations, nongovernmental organizations (NGOs), and the people affected.

Participants noted that Communication for Development is about listening, as well as talking. It is a two-way dialogue that is horizontal rather than vertical. Debates must be inclusive—the rights of those most affected must be guaranteed. This approach was underlined in sessions involving disabled people and indigenous peoples.

Participants also noted that giving information is not the same as communicating—it does not address the structural issues that maintain poverty. There is also a place for the crucial and complementary role of purposeful communication programs (including communication campaigns) aimed at such goals as reducing the burden of disease and increasing women's control over their own health.

The importance of culture was recognized in a number of workshops. Culture is part of everyone's reality and can be both an enabling factor and a barrier to communication. People are more ready to change cultural practices or adapt them than many assume when they think of culture as static or traditional.

Communication was also seen as having a role in holding people to account—including donors. For example, community involvement in monitoring the work of Poverty Reduction Strategy Papers (PRSPs) included bringing service providers and district-level officials together in Rwanda to discuss progress. It is, however, clear that methods must be found to help decision makers understand the benefits of Communication for Development.

There was much discussion about the need for building professional communication capacity—particularly for developing-country practitioners—because at the moment there is too much reliance on international experts. Understanding and knowledge of Communication for Development are key but are often missing. For example, natural resource management experts are sometimes scientists who often do not have a mind-set oriented toward social development and participation or skills in Communication for Development.

The Congress noted the importance of ensuring that processes are valued as much as outputs or technologies. New technologies provide many new possibilities but are not the only answer. Communication for Development needs a range of tools.

For communication to take place, there must be public spaces for debate: most people stressed the importance of diverse media. Access to information is important, but the means and space to communicate are even more so. But Communication for Development cannot just be done through the media—people-to-people communication and community media are just as important. A responsive community media provides a way of making governance, education, and health initiatives more effective.

Congress participants recognized a need to think further about what successful change looks like, in terms of both what is seen to be a success and what is considered to be good change. Reconsidering the nature of change is an increasingly pressing need in a development context that is increasingly driven by top-down global indicators of success and uniform measures of development. Communication for Development is not the miracle cure. It must not overlook the real politics and structural and power issues, which need to be addressed.

The Congress showcased many examples of successful Communication for Development but recognized that there is inadequate documentation of these successes. The many voices at the Congress were evidence of just how far Communication for Development has come in 40 years and of the variety of people now working in this field from all over the world. "This Congress has given us confidence that we are not alone in our profession," said one participant. The words of some of its original founders still ring true: "The core of all development is empowerment, and the key to empowerment is communication" (Donald Snowden, Fogo Process activist). The next stage is for Congress participants to use the ideas gleaned during the three days to make this a reality in the world in which they work.

The Rome Consensus

Communication for Development—
A Major Pillar for Development and Change

Communication is essential to human, social, and economic development. At the heart of Communication for Development is participation and ownership by communities and individuals most affected by poverty and other development issues. There is a large and growing body of evidence demonstrating the value of Communication for Development.

Below are a few examples of that body of evidence presented at the WCCD:

■ In 1959 a study of 145 rural radio fora in India found that forum members learned much more about the topics under discussion than non-forum members. In the words of the researcher, "Radio farm forum as an agent for transmission of knowledge has proved to be a success beyond expectation. Increase in knowledge in the forum villages between pre- and post-broadcasts was spectacular, whereas in the non-forum villages it was negligible. What little gain there was in non-forum villages, occurred mostly in those with radio" [Data presented by Dr. Bella Mody from Neurath, P. (1959), "Part Two: Evaluation and Results," in J. C. Mathur and P. Neurath (Eds.), *An Indian Experiment in Farm Radio Forums* (pp. 59–121), Paris: UNESCO].

- The participatory communication approach adopted in Senegal led to significant reductions in the practice of female genital cutting (FGC). Since 1997, 1,748 communities in Senegal have abandoned FGC. These represent 33 percent of the 5,000 communities that practiced FGC at that time [Tostan data, presented at the WCCD, 2006—http://www.tostan.org].

- In Uganda a national and local communication process related to the corruption of centrally allocated public funds for education at the local level in schools resulted in a very significant decrease in the level of funds that did not reach that local level—from 80 percent "lost" to only 20 percent lost [Reinikka, R., and J. Svensson, "The Power of Information," Policy Research Working Paper # 3239, 2004].

- Communication programs are linked to significant reductions in Acute Respiratory Infection—ARI—in Cambodia. Since the communication campaign started in 2004, awareness of ARI grew from 20 percent to 80 percent and the reported incidence of ARI halved [BBC World Service Trust, Film on Health Communication, presented at the WCCD, 2006—http://www.bbc.co.uk/mediaselector/check/worldservice/meta/dps/2006/10/061027_health_wst?size= 16x9&bgc=003399&lang=en-ws&nbram= 1&nbwm=1].

- Use of mobile phones and other communication techniques for farmers to obtain information on market prices in Tanzania resulted in farmers increasing the price they receive per ton of rice from US$100 to US$600. A $200,000 investment resulted in $1.8 million of gross income [The First Mile Project, presented at the WCCD, 2006—http://www.ifad.org/rural/firstmile/FM_2.pdf].

Development Challenges

As of 2006, it is estimated that 1.3 billion people worldwide still live in absolute poverty. Even though many countries have experienced considerable economic development, far too many remain worse off in economic and social terms.

Nelson Mandela reminds us that "Poverty is not natural—it is man-made and it can be overcome and eradicated by the actions of human beings."

People's rights to equality and to communicate are protected and advanced in the Universal Declaration on Human Rights.

Related to poverty and rights there are other very considerable and related challenges. These are delineated in the Millennium Development Goals (MDGs), which are often the benchmark for decision making in civil society, national governments, and the international development community.

Achieving improved progress on these issues requires addressing some very sensitive and difficult challenges: respect for cultural diversity, self-determination of people, economic pressures, environment, gender relations, and political dynamics—among others. It also highlights the need to harmonize communication strategies and approaches, as indicated by the 9th UN Roundtable on Communication for Development and in other international fora.

These factors often complicate and threaten the success of overall development efforts in the local, national, and international arenas. It is the people-related issues that are the focus of Communication for Development.

Communication for Development

Communication for Development is 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 communication.

Strategic Requirements

Development organizations must assign a much higher priority to the essential elements of Communication for Development process, as shown by research and practice:

- The right and opportunity people have to participate in the decision-making processes that affect their lives

- Creating opportunities for sharing knowledge and skills

- Ensuring that people have access to communication tools so that they can themselves communicate within their communities and with the people making the decisions that affect them—for example community radio and other community media

- The process of dialogue, debate, and engagement that builds public policies that are relevant, helpful and which have committed constituencies willing to implement them—for example on responding to preserving the environment

- Recognizing and harnessing the communication trends that are taking place at local, national, and international levels for improved development action—from new media regulations and ICT trends to popular and traditional music

- Adopting an approach that is contextualized within cultures

- Related to all of the above, assigning priority to supporting the people most affected by the development issues in their communities and countries to have their say, to voice their perspectives, and to contribute and act on their ideas for improving their situation—for example indigenous peoples and people living with HIV/AIDS

In order to be more effective in fighting poverty and meeting the other MDGs, the Communication for Development processes just outlined are required in greater scale and at more depth, making sure that the value-added of such initiatives is always properly monitored and evaluated.

Long-Term Foundation

These processes are not just about increasing the effectiveness of overall development efforts. They are also about creating sustainable social and economic processes. In particular:

- Strengthening Citizenship and Good Governance

- Deepening the communication links and processes within communities and societies

Those are essential pillars for any development issue.

Recommendations

Based on the arguments above, in order to make much more significant progress on the very difficult development challenges that we all face, we recommend that policy makers and funders do the following:

1. Overall national development policies should include specific Communication for Development components.

2. Development organizations should include Communication for Development as a central element at the inception of programs.

3. Strengthen the Communication for Development capacity within countries and organizations at all levels. This includes people in their communities, Communication for Development specialists, and other staff, including through the further development of training courses and academic programs.

4. Expand the level of financial investment to ensure adequate, coordinated financing of the core elements of Communication for Development as outlined under Strategic Requirements above. This includes budget line[s] for development communication.

5. Adopt and implement policies and legislation that provide an enabling environment for Communication for Development—including free and pluralistic media and the right to information and to communicate.

6. Development communication programs should be required to identify and include appropriate monitoring and evaluation indicators and methodologies throughout the process.

7. Strengthen partnerships and networks at international, national, and local levels to advance Communication for Development and improve development outcomes.

8. Move toward a rights-based approach to Communication for
   Development.

Conclusion

As Nelson Mandela highlighted, it is people that make the differ-
ence. Communication is about people. Communication for Devel-
opment is essential to making the difference happen.

The Participants
World Congress on Communication for Development
Rome, Italy
October 27, 2006

Abbreviations

ACC	Administrative Committee on Coordination
ALER	*Asociación Latinoamerica de Educación Radiofónica*
AMARC	World Association of Community Radio Broadcasters
ANDA	National Association of Advertisers
ARH	adolescent reproductive health
BBC	British Broadcasting Corporation
CAC	Community Action Cycle
CADRE	Centre for AIDS Development Research and Evaluation
CLIC	Community Learning and Information Center
CRHP	Comprehensive Rural Health Project
CSO	civil society organization
DFID	UK Department for International Development
DSC	development support communication
EE	edutainment
EPI	Expanded Program on Immunization
FAO	Food and Agriculture Organization of the United Nations
FGC	female genital cutting
FNPI	*Fundación para un Nuevo Periodismo Iberoamericano*
ICT	information and communication technology
IEC	information, education, and communication
IFAD	International Fund for Agricultural Development
ITDG	Intermediate Technology Development Group

KAP	knowledge, attitudes, and practices
LDCs	least developed countries
MDG	Millennium Development Goal
MENA	Middle East and North Africa
MSC	Most Significant Change
NGO	nongovernmental organization
PAHO	Pan American Health Organization
PLWHA	people living with HIV/AIDS
PRODERITH	*Programa de Desarrollo Rural Integrado del Trópico Húmedo*
PRSP	Poverty Reduction Strategy Paper
RAI	Radiotelevisione Italiana
RAPID	recommended, agree, purpose, input, decisions
SIS	State Information Services
SMS	Short Message Service
TCO	total cost of ownership
UN	United Nations
UNEP	United Nations Environment Programme
UNICEF	United Nations Children's Fund
UNO	United Nations Organization
USAID	U.S. Agency for International Development
WCCD	World Congress on Communication for Development
WCED	World Commission on Environment and Development
YEAH	Young, Empowered, and Healthy

1

The First World Congress on Communication for Development

The first World Congress on Communication for Development (WCCD) took place at the headquarters of the Food and Agriculture Organization of the United Nations (FAO) in Rome, Italy, October 25–27, 2006. It was organized by the World Bank, FAO, and The Communication Initiative. About 900 participants came from all over the world to share ideas, presentations, and projects and to make recommendations for future practice. Almost 200 journalists and media representatives, from the international, national, and local levels, provided wide coverage of the event in many places around the world.

The Congress built on the work of Communication for Development pioneers, practitioners, academicians, and far-sighted policy makers going back nearly 50 years. The idea of organizing the first global event on Communication for Development arose in 2003 in the World Bank's Development Communication Division within the Communication for Sustainable Development in Operations unit, headed by Lucia Grenna. The original concept had one very distinctive trait: to bring together, for the first time, the three main groups with a stake in Communication for Development—that is, practitioners, academicians, and policy and decision makers. The government of Italy championed the initiative by providing the financial support and hosting the event. But this institutional support provided more than the financial means to carry out the event; it testified to the fact that the Italian government (and, by extension, many in the donor community) recognized the important role that Communication for Development plays and the need to deepen and expand this role.

The World Bank then reached out to key development partners able to undertake the endeavor jointly. Given its extensive body of

knowledge and experience, FAO was the natural partner to approach. The Communication Initiative, with its worldwide network of communication practitioners, offered the link to the wider community of practice.

After almost a year of discussions, the Congress was announced in September 2004 at the ninth United Nations (UN) Roundtable on Communication for Development. The Roundtable focused on sustainable development, and it provided an overall framework for advancing communication in sustainable development policies.

In its final declaration, the Roundtable endorsed the idea of the first World Congress of Communication for Development and identified the following key challenges:

- How to fit communication into local and national development processes and policies
- How to demonstrate the added value and impact of Communication for Development and how to incorporate it in governmental, international, and donor policies
- How to adapt to the new and rapidly changing environment, resulting from globalization, privatization, ecological pressure, the decentralization of services, the explosion of media, and the emergence of new social actors
- How to balance the rapid expansion of information and communication technologies (ICTs) with the continuing gap between knowledge and information—and the related limited participation of the poorest in the development process

All these challenges have brought new opportunities but have also marginalized poverty-related issues. To counter this marginalization, collaboration and coordination among Communication for Development initiatives is a priority.

The main recommendations of the Roundtable emphasized the policy dimension of and the evidence on Communication for Development, in particular:

- *Scale*—Successful Communication for Development initiatives should be scaled up to improve practice and policy at every level.
- *Policies and resources*—Communication for Development initiatives should be properly enabled through concerted actions and adequate policies and resources, both human and material, with longer timelines.

- *Framework*—National governments should implement a legal and supportive framework favoring the right to free expression and the emergence of free and pluralistic information systems, including recognition of the specific and crucial role of community media in providing access to communication for the isolated and marginalized.
- *Research*—Research should address how to achieve and sustain processes and outcomes of Communication for Development. Undertaking this research requires a participatory approach, a framework shared between development agencies and local stakeholders, and community involvement in design, implementation, and dissemination.
- *Evaluation*—Evaluation and impact assessments should include participatory baselines and communication needs assessments. They should also include self-evaluation by the communities involved and should be of help to the communities themselves. Additionally, they should provide feedback at the policy level.
- *Training*—Training initiatives should focus on collaborative learning in Communication for Development, encouraging experiential, value-based, culturally sensitive training in participatory Communication for Development and fostering a community of practice across regions.
- *Coordination*—Information and consultation mechanisms should be set up to ensure coordinated action among UN agencies and other stakeholders at the international level.

Five cross-cutting issues emerged at the Roundtable as priority areas for collaboration among UN agencies, nongovernmental organizations (NGOs), and academicians:

- *Advocacy*—Stakeholders should foster the scaling up of Communication for Development initiatives and ensure that adequate attention and resources are devoted at the policy and field levels. Communication for Development must be recognized as a central component in all development initiatives.
- *Learning and capacity building*—Training and adult education activities should rely on a common instructional and methodological platform, which can facilitate partnership among different institutions and strengthen the consistency of the modus operandi.
- *Building alliances*—Effective links and joint communication initiatives need to give voices to the poorest and to influence

decision making on sustainable development issues. Special attention should be given to fostering national and regional strategies and initiatives for Communication for Development.

- *Research, monitoring, and evaluation*—Methodologies must be fostered for applied research and for monitoring and evaluation. An evidentiary base should be developed about the impacts of Communication for Development policies and projects and how to achieve and sustain them.

- *Information sharing*—Information sharing has a strategic role in advocacy, building alliances, and supporting capacity building. An information-sharing mechanism should facilitate partnerships; contribute to the definition of a common agenda on Communication for Development; and implement joint initiatives at the global, regional, and national levels.

This framework provided one of the major inputs for the first World Congress on Communication for Development.

The Congress focused on demonstrating that Communication for Development is an essential tool for meeting today's most pressing development challenges and that it should be more fully integrated into development policy and practices. The event brought together communication professionals engaged in development initiatives, policy makers, development practitioners, donor and civil society organization representatives, community representatives, and academicians from around the world to share experiences and best practices in this growing field. Discussions and presentations focused on what works, what does not work, and how Communication for Development contributes to more effective development.

The Congress showcased the wealth of innovative and creative work under way from around the world. Reaching beyond those working directly in Communication for Development, it included the broader development community and policy makers. To achieve a wider reach, the organizers structured the Congress around the most pressing development challenges confronting us today: Health, Governance, and Sustainable Development.

Presentations and discussions demonstrated the value added of Communication for Development; provided data on and evidence of the impact of communication in development projects and programs; and highlighted the most promising theoretical foundations and methodological approaches underpinning Communication for Development. The Congress included 24 workshops and a wide range

of special events, exhibitions, and screenings. RAI (Radiotelevisione Italiana) and the BBC (British Broadcasting Corporation) recorded two of the plenary sessions, including a BBC World Debate on the question, "Is a free media essential for development?"

Organization of the Congress

Organizing the Congress was a particularly inclusive and participatory process that involved 4 bodies and 79 organizations; also it included a number of related preparatory events.

The host was the Ministry of Foreign Affairs of the government of Italy, represented by the Directorate General for Development Cooperation, which provided strategic guidance to the Secretariat. The Secretariat was responsible for the overall organization and coordination of the Congress. The members of the Secretariat also served on the Steering Committee. The Steering Committee consisted of 17 members, representing a balanced mix of bilateral and multilateral organizations, UN agencies, nongovernmental organizations (NGOs), and academia, who provided guidance on the planning and implementation of the Congress.

The Scientific Committee reviewed and recommended submissions for presentation at the Congress. It reviewed 559 abstracts and then 213 papers, of which 137 from 43 countries were considered acceptable and in line with the purposes and objectives of the Congress. The Scientific Committee included 23 leading scholars and experts in the theory and practice of Communication for Development, as well as mainstream development practitioners from 18 academic and research institutions. A core group of committee members produced a background study that reviewed the evidence and theoretical underpinnings for the core themes and rationale for the Congress.[1]

An advisory body formed by 41 representatives from the donor community, international and regional NGOs, bilateral and multilateral agencies active in development policy making, and practitioners in the field of Communication for Development provided strategic guidance to the organizers. This body further ensured the inclusiveness and plurality of the preparation process, as well as the engagement of policy and decision makers in the process.

In the run-up to the Congress, FAO and the World Bank implemented a series of regional studies and consultations around the world

to obtain the views and proposals of local practitioners and institutions for mainstreaming Communication for Development into sustainable development policies. The studies and consultations delved into such topics as rural development and livelihoods, food security and natural resources management, information technologies, and indigenous peoples.

A number of e-conferences on Communication for Development facilitated a worldwide dialogue on key issues in preparation for the Congress. The topics discussed included sustainable tourism, measurement of the impact of communication, the role of media in corporate social responsibility, and rural development.

Participants in the Congress

Given how inclusive and participatory the organization of the Congress was, it involved an unequaled interagency effort. In addition to the considerable number of organizations and institutions that composed the organizational structure, several partners developed and coordinated each session and special event. The number of institutions involved in putting together the Congress agenda thus comes to a remarkable total of 200.

The Congress was opened by Jacques Diouf, the Director General of FAO. Paul Mitchell, Manager of the Development Communication Division, World Bank, delivered a message on behalf of Bank President Paul Wolfowitz. Patrizia Sentinelli, Vice Minister of Foreign Affairs, Italy; Alfonso Pecoraro Scanio, Minister of the Environment, Italy; and Rosa Maria Alfaro, The Communication Initiative Partnership, Founder and President of Calandria, also gave presentations. Opening plenary presentations followed by José Ramos Horta, Prime Minister of Timor Leste; Marta Maurás, Secretary, Economic Commission for Latin America and the Caribbean; Aram Aharonian, Director, Telesur, República Bolivariana de Venezuela; Garth Japhet, Executive Director, Soul City, and Chair of The Communication Initiative; Paul Mitchell, Manager, Development Communication Division, World Bank; and Marcela Villarreal, Director, Gender and Population Division, FAO.

Plenary moderators were Jorge Gestoso, Gestoso Television News, who moderated the opening ceremonies, the Policy Makers' Forum, and the closing ceremonies; Piero Di Pasquale, RAI NEWS 24, who moderated the opening plenary discussion; Duilio Giammaria,

RAI, who moderated the Governance plenary; Mario Lubetkin, Inter Press Service, who moderated the Sustainable Development plenary; Muthoni Wanyeki, a Nairobi-based political scientist working on Communication for Development, who moderated the Health plenary; and Stephen Sackur, BBC, who moderated the World Debate plenary.

Although there is no space here to list everyone who contributed to the plenaries and sessions, a few names provide some flavor of the diversity of organizations and perspectives represented. From government, Lyonpo Sangay Ngedup, Minister of Agriculture, Bhutan; Laurent Sedogo, Minister of the Environment, Burkina Faso; and Nonofo Molefhi, Member of Parliament (National Assembly), Botswana. From the United Nations, bilaterals, and international financial institutions, Kevin Kellems, Acting Vice President of External Affairs, World Bank; Elizabeth Fox, Deputy Director, Office of Health, Infectious Diseases, and Nutrition, U.S. Agency for International Development; and Bernard Petit, Deputy Director General, Directorate General for Development, European Commission. From academia, Joseph Stiglitz, Professor and Chair, Columbia Committee on Global Thought, Columbia University; Bella Mody, Professor, University of Colorado, Boulder; and Anwar Ibrahim, Visiting Distinguished Professor, Georgetown University. From NGOs and civil society, Peter da Costa, Coordinator, Strengthening Africa's Media Project; Alfonso Gumucio Dagron, Communication for Social Change Consortium; and Kumi Naidoo, Secretary General, CIVICUS: World Alliance for Citizen Participation. For a complete list of all the speakers and participants, see appendix 1.

The members of the Policy Makers' Forum were Jac Stienen, Managing Director, International Institute for Communication and Development; Gerolf Weigel, Head, ICT for Development Division, Swiss Agency for Development and Cooperation; Kilaparti Ramakrishna, Chief Policy Adviser, Office of the Executive Director, UN Environment Programme (UNEP); Matthew Wyatt, Assistant President for External Affairs Department, International Fund for Agricultural Development (IFAD); Mervat Tallawy, Executive Secretary, UN Economic and Social Commission for Western Asia; Alfredo Barnechea, External Relations Adviser, Inter-American Development Bank; Jeffrey J. Grieco, Senior Deputy Assistant Administrator for Public Affairs, U.S. Agency for International Development; Sandra Charles, Senior Economic Policy Adviser, Economic Development, Policy Branch, Canadian International Development Agency; Hu

Shuli, Editor in Chief, *Caijing,* China; Kumi Naidoo, Secretary General, CIVICUS: World Alliance for Citizen Participation; Tesfai Tecle, Assistant Director General, FAO; Marcela Villarreal, Director, Gender and Population Division, FAO; Paul Mitchell, Manager, Development Communication Division, World Bank; and Warren Feek, Executive Director, The Communication Initiative Network.

This report presents the proceedings of the Congress, with key issues and recommendations from each workshop and additional material from plenaries, special events, and some of the papers, presented in the form of case studies. It includes a summary of the recommendations from each strand—Health, Governance, Sustainable Development, and a fourth one discussing cross-cutting issues. The wealth of material here showcases the richness and variety of the Communication for Development field (box 1.1). We hope that this report will contribute to future debates so that the Congress will be, as one of the policy makers put it, "not the end of the story but the beginning of a new one."

Note

1. The final version of the study was reviewed and edited by three members of the Secretariat: Mario Acunzo, Chris Morry, and Paolo Mefalopulos.

Box 1.1 What Is Communication for Development?

Although Communication for Development is established as a discipline and there is recognition at many levels that communication is essential for development, the general public and policy makers are still less clear about what it entails. A perception study prepared in 2006, "What Do They Think? Policy-Makers and the Role of Communication for Development,"[1] noted that, among the decision makers interviewed, "there was widespread recognition of the general importance of communication in the development processes, but with a vague understanding of how it could actually be applied."

One of the purposes of the Congress was to demonstrate how and why Communication for Development should be mainstreamed into development policies and processes. To this end, the organizers of the WCCD and the members of the Steering Committee agreed on a basic set of seven principles describing the discipline of Communication for Development:

1. It is, first and foremost, about people and the process needed to facilitate their sharing of knowledge and perceptions in order to effect positive developmental change. Media and technology are tools to this end, but they are not ends in themselves.

2. It is based on dialogue, which is necessary to promote stakeholder participation. Such participation is needed in order to understand stakeholder perceptions, perspectives, values, attitudes, and practices so that they can be incorporated into the design and implementation of development initiatives.

3. It follows the two-way, horizontal model and not the traditional one-way, vertical model of Sender-Message-Channel-Receiver and increasingly makes use of emerging interactive forms of communication made possible through new technologies. Even when used along more unidirectional models (for example, campaigns), communication needs to facilitate understanding and take into account people's perceptions, priorities, and knowledge.

4. It gives voice to those most affected by the development issues at stake, allowing them to participate directly in defining and implementing solutions and identifying development directions.

5. It recognizes that reality is largely socially constructed. The implications are that there can be different realities (or different perceptions of the same reality) for the same situation, according to specific groups' perceptions and needs. Thus, the role of development—and by extension communication—is not to "impose" the correct reality, but rather to foster dialogue to facilitate mutual understanding among different perspectives. Communication for Development, therefore, respects and works with the different social, religious, and cultural foundations of the people, communities, and nations engaged in development processes.

6. Communication is contextual. There is no universal formula capable of addressing all situations; therefore, it should be applied according to the cultural, social, and economic context.

7. It uses a number of tools, techniques, media, and methods to facilitate mutual understanding and to define and bridge differences of perceptions. It takes action toward change, according to the particular needs of the development initiative. These tools and techniques should be used in an integrated way and are most effective when used at the beginning of development initiatives.

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1. The study was commissioned by the Development Communication Division, External Affairs, Communications and United Nations Relations Vice Presidency of the World Bank. It was conducted under the leadership of Leonardo Mazzei of the Development Communication Division of the World Bank. The study was written by Colin Fraser, Leonardo Mazzei, and Sonia Restrepo Estrada, with the cooperation of Silvia Balit and Lucia Grenna.

2

Communication and Health

Health communication was chosen as a major thematic area for the Congress because communication has long been established as a core element of health care delivery and programming. Few would argue its substantial contribution to saving lives, preventing and containing the spread of disease, improving service access and delivery, increasing social involvement and cooperation, cutting health care costs, and reducing the impact of poverty on health by showing how simple measures can prevent diseases. An important aspect of the sessions at the Congress was to place this history and evolution of thought and practice in the context of seeking greater impact and more effective development outcomes.

For many years health communication focused on ways to deliver messages about good practice and policy to a variety of audiences: health workers, patients, community members, and policy makers. More recently the focus has begun to shift away from the channel or medium being used and the message or product being conveyed to the processes of dialogue and discussion that are fundamental to communication. As a result, practitioners are paying more attention to the social and political environments in which people live and earn a livelihood, and the influence those environments have on social and behavioral change. "The individual is no longer a target, but a critical participant in analyzing and adopting those messages most suited to her or his own circumstances" (Jacobson 1997). The plenary session, "Health in a Time of Poverty," looked at communication as a process, not merely a tool to apply or a technology to use.

This said, however, it must also be recognized that purposeful communication programs (including communication campaigns)

play a crucial and complementary role when aimed at such targets as reducing the burden of disease and increasing women's control over their own health. Such programs helped create the very conditions that make it possible for women, men, and children to be healthy, active, and informed participants in civil society.

Health communication today takes a wide variety of forms, from the cutting edge of entertainment education to participation and dialogue approaches, to "outbreak communication," which just recently began to develop approaches that integrate participation and community engagement. There are also new approaches to immunization, long seen as a relatively well-understood, established, successful intervention but now responding to crises brought on by complex cultural and political contexts.

The health plenary made it clear that a body of well-documented evidence exists on different aspects of health communication. Less is known, however, about what evidence policy makers want or actually use—and they do not use evidence nearly as much as might be assumed. Research shows that to find information, policy makers go to informal, often closed networks, networks based on power and trust, but do not necessarily go to the people who are the best informed. People in the field clearly recognize that this body of evidence has not been communicated effectively in many cases, nor used as systematically as it could have been to underpin program design, implementation, and evaluation (Healthlink 2006).

Session organizers were asked to consider the following questions:

- What has experience shown to work well, on which we can continue to build?
- What has not been working? What approaches should we be moving away from?
- What new and interesting initiatives show promise for the future?
- Are there recent innovations that will have a real impact?

This section of the report draws on the background paper for the health strand, the workshop sessions on health, and some of the special events. It picks up some key and emerging issues and recommendations from the workshops, along with data and evidence from some of the papers presented.

The six workshop sessions focused on three topics currently important in health communication—HIV/AIDS, immunization, and avian influenza—as well as the importance of voice and democratic processes and measuring impact. The workshops had these titles:

1. Sex, Lies, and Stories of AIDS
2. The Race to Immunize Every Child: Communication for Polio Eradication and Immunization
3. Of Birds and Humans: Communication Aspects of Avian Influenza
4. From Patients to Citizens: Health Care, Communication, and Rights
5. Enabling the Voices of Those Most Affected by Ill Health to Be Heard and Acted Upon
6. Of Rubber and Road: Impact and Evidence

A number of special events focused or significantly touched on health communication, including "Where Do We Drop the Pebble? An Exploration of the Pathways to Effective Health Communication" and "Reframing the Avian Influenza Communication Discourse."

Sex, Lies, and Stories of AIDS

"There is more and more evidence showing that when mass media programs are developed with input from their audiences along each step of the way, they have an important role to play in impacting on HIV and AIDS preventative behavior."
—SUSAN GOLDSTEIN, SOUL CITY

The background paper on health for the Congress, in the paragraph on HIV/AIDS, said,

HIV/AIDS remains one of the most profound and intractable public health crises in history. The world has increased its response over the past several years with the creation of large-scale new initiatives such as the Global Fund to Fight AIDS, Tuberculosis and Malaria, the establishment of coordinated country-level plans, and the provision of new (if still not sufficient) funding (Communication Initiative 2006: 3).

The background paper notes that it is important to focus on what has worked in the past and to identify some principles to guide communication practice. For instance, successful approaches (such as the ongoing Treatment Action Campaign in South Africa, which campaigns for the rights of people with HIV/AIDS[1]) have moved from putting out messages to fostering an environment in which the voices of those most affected by the pandemic are heard and their needs moved to the center stage of dialogue and action. This change in focus from message to voice marks a potentially fundamental and radical shift in the response to AIDS. While accurate health information remains important in the struggle against HIV/AIDS, real progress must involve looking beyond the messages—no matter how empowering and context-sensitive they may be—to developing environments in which vibrant and internally legitimate dialogue can flourish and the needs and perspectives of the most affected can become central to the response.

This line of thought on HIV/AIDS ran from the workshop through discussions in the health plenary and special events and also a number of papers, from which the case studies are drawn (box 2.1).

KEY ISSUES

- The engagement process is as important as the media product. In the case of *Soul City* broadcast program and *Sexto Sentido,* it is important to recognize the process of thorough research and engagement with communities. Stories must be based on real-life issues and situations. Constant feedback on the programs to see what impact they have and how communities relate to them is key to their success.
- To enhance communication, it is important to use drama and easily accessible and interesting formats that are acceptable to people.
- *Sexto Sentido* was able to deal with controversial issues, such as male homosexuality, on prime-time television by using human drama people can relate to. But in keeping with the process, the producers remained responsive—for example, when some people commented that they presented only gay characters who could "pass" and did not deal with the intense stigma faced by transgendered characters, the producers responded by intro-

CASE STUDIES

Box 2.1 Soul City, Puntos de Encuentro, and Ethiopia: Youth Dialogues

Soul City

South Africa is in the throes of a devastating AIDS epidemic. Over the years there has been a remarkable change in behavior and the incidence seems to be slowing down, though not fast enough. Goldstein and Scheepers (2006) presented detailed evidence of the impact of Communication for Development in South Africa, where *Soul City* is a dynamic and innovative multimedia project promoting health and social change. *Soul City* carries out regular evaluations showing that the *Soul City* edutainment vehicle has influenced the prevention of HIV infection through a positive impact on sexual behavior:

- Eighty percent of the total sample and 90 percent of the youth subsample reported any exposure to *Soul City;* 67 percent of the total sample and 71 percent of the youth subsample reported exposure to *Soul Buddyz.*
- *Soul City* was rated the highest of all interventions measured in assessing the usefulness of HIV/AIDS programs and campaigns: 91 percent of 12- to 14-year-olds, 95 percent of 15- to 24-year-olds, 93 percent of 25- to 49-year-olds, and 80 percent of respondents 50 and older mentioned *Soul City* as a useful HIV/AIDS program.
- Compared with respondents with no exposure, respondents with exposure to *Soul City* multimedia over six series were four times as likely to report always using a condom with a regular sexual partner.

Source: Goldstein and Scheepers 2006.

Puntos de Encuentro

> *"For us, possibly what marks Puntos de Encuentro as somewhat different from other organizations involved in social communication initiatives is the way in which we understand 'change' and what it is, means, and implies."*
>
> —AMY BANK

Amy Bank from Puntos de Encuentro, a Nicaraguan feminist NGO, presented evidence of the success of its weekly TV social soap *Sexto Sentido* (Sixth Sense) as a launching pad for a multimethod initiative on communication for social change called "Somos Diferentes, Somos Iguales" (We're Different, We're Equal). The initiative asks its young audience to challenge social norms. Rather than seeking to promote specific behavior change, it seeks to promote the right of young people to make decisions about their own behavior, to accept responsibility for those decisions, and to accept decisions made by others.

(*continued*)

CASE STUDIES

**Box 2.1 Soul City, Puntos de Encuentro, and Ethiopia:
          Youth Dialogues (*Continued*)**

So instead of presenting some forms of behavior as "good," such as preserving virginity until marriage, the initiative promotes the right of each individual to make informed decisions about when, with whom, and under what conditions to have sex. As a feminist organization, the issue of power and gendered power relations provides the focus for all of Puntos de Encuentro's work. It seeks to address not only power relations based on gender but also those based on age.

Source: Solórzano, Bradshaw, and Bank 2006.

Ethiopia: Youth Dialogues

Mirgissa Kaba from UNICEF Ethiopia described the success of the youth dialogues in that country, one of the four countries in the world with the highest number of HIV/AIDS-infected people. It is also one of only a few countries with a broad-based, self-organized youth movement. Four hundred dialogue sites in five regions involve more than 20,000 young people, who discuss issues twice a week at youth clubs. Youth dialogues have inspired individual and group action at local levels. As well as the benefits of participation itself, notable impacts include increased demand for and use of condoms, increased demand for youth-friendly services, and greater uptake of voluntary counseling and testing. With a variety of partners, hundreds of clubs are now engaged in a nationwide effort to have an impact on the norms governing HIV/AIDS behavior. As one of their partners puts it, "To change the dance, you must change the music."

> *"We talk forever about countries where the level of awareness of HIV/AIDS is very high, but behavior change is negligible. These community conversations have resulted in huge behavior change. Can the pattern be replicated elsewhere? Who knows, but it's certainly worth a try."*
>
> —STEPHEN LEWIS, UNDP

Source: Gray-Felder and others 2006.

ducing a transgendered character and showing the stigma that character faced and that character's attempts to get beyond that stigma.

■ Communication must be consistent over the years. Community conversations must be sustained over time and scope allowed for issues, problems, and solutions to be discussed thoroughly.

Such long-term investment and attention to the communication process is still not the norm.

- Social and political environments can constrain or enhance the likelihood of change. For example, in South Africa the political context in relation to HIV and AIDS has challenged and at times directly contradicted the information that people need to have to control the epidemic.
- It is possible to measure the change attributable to an intervention, albeit imperfectly. Consistency of results over many years and the increasing popularity of the *Soul City* and *Soul Buddyz* and *Sexto Sentido* series demonstrates that edutainment is a useful tool in communication.
- Not all the variance in behavior change can be attributed to communication interventions such as *Soul City* and *Soul Buddyz*. This confirms the Ottawa charter health promotion model, which emphasizes a holistic approach, using policy (such as condom distribution), services, and community action (such as that of the Treatment Action Campaign and the youth dialogues in Ethiopia), as well as improving an individual's knowledge and skills and creating supportive environments for change (such as *Soul City*).
- Good communication can bring about a shift in power— in Ethiopia, young women involved in the dialogues say their relationships with their husbands have changed as a consequence; in Nicaragua, the issue of power and gendered power relations provides the focus for all of Puntos de Encuentro's work.
- Puntos de Encuentro's experience highlights the need to think further about what successful change looks like, in terms of both what is seen as a success and what is considered good change.

RECOMMENDATIONS

1. Reconsidering the nature of change is increasingly urgent in a development context that is driven more and more by top-down global indicators of success and uniform measures of development.

2. Communication professionals need to do much more work on harm reduction and injecting-drug consumers, issues that

have been neglected by both Communication for Development practitioners and HIV/AIDS communicators.

3. More work needs to be done on concurrent sexual partnerships, which multiply the risk of HIV transmission.

4. People need more education about anal intercourse as a risky practice. Not only an issue for gay men, it can be viewed equally in the context of avoiding pregnancy and preserving virginity, because young women often are forced into it by male partners.

5. Consistent engagement on an issue over an extended period of time is necessary to see sustained changes in behavior.

The Race to Immunize Every Child: Communication for Polio Eradication and Immunization

The background note for the Congress, in the paragraph on immunization, gave the context for this workshop session:

Since the launch of the World Health Organization's Expanded Program on Immunization in 1974, vaccination programs have been one of the world's most cost-effective public health strategies. These programs reduce the burden of infectious diseases globally and serve as a key building block for health systems in the developing world (Communication Initiative 2006: 4–5).

Immunization is a story of both successes and failures. With the push to universal immunization in the 1980s, the world accelerated immunization coverage in an unprecedented fashion, reaching more than 70 percent of children globally with the basic six vaccines by the end of 1990. Yet coverage has stagnated since then, leading to two million unnecessary deaths annually from vaccine-preventable diseases. In many countries immunization services disproportionately miss the poorest and most excluded populations.

The stagnation in vaccination coverage is due to a range of issues, from the infrastructural problems of health delivery systems to funding pressures that divert resources away from routine immunization. Immunization programs are also affected by the interplay of local and national politics. Challenges range from isolated episodes of

nonacceptance in a population (owing to religious, ethical, and medical considerations) to active political mobilization of a population against immunization programs driven by political and conspiratorial arguments.

Persuading these populations to accept vaccination is not simply a matter of disseminating knowledge about vaccines. Knowledge about vaccination, although important, does not necessarily lead to acceptance of immunization. The impact of information on immunization behavior is mediated by sociocultural and political influences, a situation that calls for locally appropriate communication responses.

Immunization programs confront a number of challenges, not least a global communication environment filled with contradictory information about vaccine safety. Addressing these communication challenges requires drawing out the lessons of past successes and failures, while adapting these lessons to new and changing communication environments in which communication to change sociopolitical contexts becomes at least as important as communication to change individual behavior.

The workshop session that dealt directly with immunization was "The Race to Immunize Every Child: Communication for Polio Eradication and Immunization," but the issue was also mentioned in a number of other health sessions at the Congress. The workshop presented case studies on the issues of immunization, two of which are briefly outlined in box 2.2.

KEY ISSUES

- For polio there is an effective vaccine, but rumors and misinformation—driven by religious, cultural, and ultimately political factors—hamper effective response. This issue is all about communication and diverse ways of depicting vaccination.
- The media have an important role to play in informing and encouraging discussion about polio vaccination. However, examples from Uttar Pradesh and Nigeria show that the media sometimes report inaccurately and conflictingly on polio, and they also stigmatize certain groups in society (though this may also reflect broader political and underlying issues).

CASE STUDIES

Box 2.2 Nigeria and India

Nigeria: Lessons from a Boycott

Lora Shimp, Senior Technical Officer, JSI, on the Immunization Basics project with the U.S. Agency for International Development (USAID), talked about the lessons learned from the vaccination boycott in Nigeria:

> Until late 2004 polio had been virtually eradicated from most of the world; Nigeria and Niger were among a small number of focus countries left. In August 2003, it was reported that local traditional and religious leaders in the north of Nigeria were voicing objections to polio vaccines. Subsequently, the governors of two northern Nigerian states announced that the polio eradication initiative would be officially suspended until answers could be found about vaccine safety. Rumors and distrust spread throughout northern Nigeria. By the time the boycott ended 11 months later, several hundred new cases of polio had occurred among unvaccinated children within the region. From India and Pakistan to Indonesia and parts of West Africa, pockets of resistance to polio immunization sprang up along with new cases of polio. While the suspension resulted in new cases of polio and its expansion across a number of countries, it also served as a catalyst for more positive dialogue within Nigeria and within the global health community. Urgency in meeting eradication targets had forced heavy reliance on top-down dissemination of information or horizontal dissemination of information. The communication work now under way in Nigeria more heavily involves traditional leaders and more effectively focuses on ways in which average people can understand the issue through direct conversations.

Source: Presentation at the WCCD by Lora Shrimp, Senior Technical Officer, JSI.

India: A Targeted Strategy

Michael Galway, Chief of Program Communication for UNICEF India, described a successful polio immunization strategy in that country that targeted children in high-risk areas. To assist with the strategy, a nationwide mass media campaign was implemented over three years. Media reach and recall surveys show that polio immunization is the most widely recalled social marketing campaign in India. Seventy-seven percent of people surveyed in Uttar Pradesh, West Bengal, and Madhya Pradesh in November 2004 cited polio immunization as the campaign they most remembered in the past month. In Uttar Pradesh, one of the states with the highest concentration of wild poliovirus remaining, a major social mobilization campaign was implemented in 2004–2005. As a result, there was an absolute reduction in the number of families who refused to allow children to be immunized. The difference in immunization status between Muslim and Hindu children shrank considerably between 2003 and 2005, following intensive operational and communication activities to reach out to Muslim families and communities.

Source: Presentation at the WCCD by Michael Galway.

- Civil society has an important role to play in polio eradication. In Angola, for example, people can take part in microplanning, surveillance, polio campaigns, monitoring, and evaluation. These opportunities enable tailored communication interventions that address myths and rumors, and work with community activists and volunteers.
- The experience in Nigeria offered two key communication lessons. First, involve people early. People representing the affected groups can be critical in planning effective communication and in formulating responses during crises. Second, communication must be two-way. Communicators must be equipped and inclined to listen as well as talk or teach, particularly in volatile environments rife with rumor, misunderstanding, and conflicting political agendas.

RECOMMENDATIONS

1. Communication should be considered from the start in planning, implementation, and monitoring of impacts. It should be included in health program design. The contribution of the communication component should be explicitly evaluated and then lessons learned should be applied in future programming.
2. In epidemics or disease outbreaks, communication experts should be part of any outbreak investigation and response team.
3. Advocacy, social mobilization, and interpersonal communication are all needed in an effective disease control communication strategy.
4. Measurement of the achievement and impact of communication activities, through key indicators and a data collection system, also needs to be integrated within the health strategy.
5. Although many positive behaviors and practices can be reinforced through mass media, more targeted messaging provided by trusted health workers or community influencers has greater impact, especially with marginalized populations.
6. Sustaining fresh messages and motivation for a program such as polio eradication is difficult; it requires a multidisciplinary approach and the active involvement of communication experts, epidemiologists, and civil society.

Flexibility to react to a rapidly changing environment is paramount.

7. It is important for donors and policy makers to factor in the communication needs of immunization and disease control programs.

Of Birds and Humans: Communication Aspects of Avian Influenza

In regard to avian influenza, the background paper stated, "Clear and well-planned communication during a health emergency can save lives, avoid panic, and shorten its duration" (Communication Initiative 2006: 6). But as noted in a recent article in *Perspectives on Health* (Sandman and Lanard 2005: 1),

> *Public health officials have a pandemic-size communication problem. Experts believe a deadly human influenza pandemic is quite likely to be launched by the H5N1 avian virus that has killed millions of birds and dozens of people in Asia. They are more anxious than they have been in decades. But infectious diseases are unpredictable. So it's hard for officials to know how aggressively to sound the alarm. They don't want to be accused of needlessly frightening the public. They also don't want to be accused— later—of leaving the public underprepared for a disaster.*

The background paper continues,

> *The potential risk posed by the avian influenza is so high and global in nature that it requires a coordinated global communication strategy with national and local variations appropriate to different groups such as health care workers, poultry producers, policy makers, and the general public. Preparing for it will require strong communication strategies at many levels and in many places to make sure decisions are made based on the best available information, panic is avoided, and appropriate steps are taken, but not too many or too few.*
>
> *Preparing communication plans for the avian influenza will require the development of communication strategies at a global, national, and local level. Risk communication strategies will need*

to start with raising awareness and reducing apathy toward the potential danger and then be prepared to move quickly to crisis communication focused on providing the information required to make it through the crisis quickly and in a way that minimizes its impact. However, we will also need to have communication strategies for prevention. Approaching this will require the entire communication toolbox and all its approaches and methods. But to be successful this will require trust and acceptance—things that cannot be relied upon just because the situation is urgent. Communication approaches that build trust through local dialogue and input will be as important as the design and dissemination of accurate information (Communication Initiative 2006: 7).

This workshop and a special event that also focused on avian influenza offered a number of examples of data and evidence of impact. The cases from Egypt and Vietnam are presented in box 2.3.

KEY ISSUES

- Finding appropriate ways to address and engage with cultural practices is vital. In Vietnam, birds have ritual importance and people express a need to look them in the eye when buying them in the market (militating against both easy ritual substitution and frozen or packaged birds). In West Africa, bird rearing is one way that young people are socialized into adult responsibilities. Both the Egyptian and Vietnamese examples also illustrate the importance of responding to cultural needs.
- Partnerships and a multifaceted communication approach are crucial in tackling avian influenza.
- Communication strategies need to deal with the confusion about avian influenza and how it affects humans and the possible pandemic among humans.
- Responses are not always consistent with the level of threat— for example, the radical drop in poultry consumption in several countries was unjustified. Thailand's well-developed industry had to change manufacturing processes totally to respond to the perception of a threat. At the same time, responses to avian influenza—which is only a potential threat—compete with responses to other pressing priorities, such as malaria and HIV.

Box 2.3 Egypt and Vietnam

Egypt: National Communication Strategy

Between 2003 and 2006 Egypt had 14 human cases of avian influenza and 6 deaths, all of them women involved in raising poultry in small, backyard, cottage industries. The development of Egypt's national communication strategy for avian flu involved many partners, including the government, NGOs, UN organizations, and the commercial sector. Egypt anticipated the outbreak before it happened and used an integrated communication program that was ready to go when there was an outbreak. This program was launched within 24 hours of the outbreak. All national, state-owned media aired television spots and an estimated 86 percent of adults (36 million people) saw them within 24 hours. A subsequent national survey showed that 70 percent reported initiating at least one new protective behavior as a result of the messages they received.

This campaign seemed highly successful but in the debate that ensued, an audience member representing commercial producers in the poultry industry claimed that the campaign provoked panic and massive overreaction, as people reduced their intake of chicken and 60 percent of poultry birds were destroyed.

Two key points emerged. First, partnerships and issues of coordination, division of responsibility, and timing are critically important. Second, mass communication can have an impact—but the process is as important as dissemination or behavioral motivation.

Source: Presentation at the WCCD by Doug Storey, Associate Director for Communication Science and Research, Johns Hopkins Bloomberg School of Public Health, Center for Communication Programs.

Vietnam: Reflections

Vietnam saw its first human cases of avian influenza in late 2003 and its first recognized poultry cases in January 2004. In 2004 it responded mainly by killing infected flocks and flocks located in a zone around infected birds. That was not sufficient: by late 2004 the country was leading the world in human cases of the disease. In 2005 the response began reaching out to people. The government launched a comprehensive set of strategies that paired aggressive animal prevention and control with communication initiatives. This appears to have worked: Vietnam's last human case was diagnosed on November 14, 2005, and its last poultry case in December 2005.

However, the country still faces a very tough set of communication challenges, because to keep avian influenza under control the national government plans to ask for a whole additional set of changes in behavior. Government officials are resolute that the changes will happen. Ordinary people agree that control of the virus is vital but also agree there is almost no chance that the populace will honor these measures. The purchase of live ducks and poultry is simply not going to disappear, because buying a live bird says so much about its value as food, as well as its significance in religious observance. People appear to have decided that the importance of following cultural practices and honoring both their understanding of nutritious food and their concept of small agriculture far outweighs the more remote (for them) and theoretical risk of bird flu.

Source: Presentation at the WCCD by Maryn McKenna.

- New media and bloggers influence the pandemic story in a very important way: a large community talking in this way affects public understanding. But so far no health communication seems to address this audience.
- For measures to be effective, compensation issues must be communicated clearly. Rates vary from minimal to half or even market rates, but communication about rates is likely to affect the willingness of many farmers and rearers, commercial and small-scale alike, to take effective measures.

PROPOSED RECOMMENDATIONS

These recommendations were prepared in advance for presentation but because of time factors were not discussed during the session. Nevertheless, they seemed important enough for us to share them in the proceedings.

Broadly, the strategic advocacy and communication goals for the global, regional, national, and subnational levels can be articulated as follows:

- Catalyzing greater societal ownership and public participation in regional and national responses to avian influenza, including the wide-scale adoption of safe poultry practices and preventive behavior, to reduce the risk of virus transmission and spread.
- Instilling a sense of urgency in policy makers to ensure full preparedness and to strengthen communication capacities at all levels for the rapid rollout of response interventions in the short as well as longer term, including the mobilization of adequate resources.
- Protecting livelihoods and mitigating poultry market shocks and negative consumer reactions, as well as minimizing market recovery time following any announcements of avian influenza outbreaks.

Toward achieving these goals, the panelists proposed the following recommendations as expected outcomes from this special session:

1. A comprehensive, systematic, and multidisciplinary meta-analysis of the avian influenza communication interventions to date and their effectiveness should be conducted soon, within three months of the Congress. Findings from this meta-analysis should

form an authoritative basis for the design of future communication strategies and interventions, with strong theoretical and empirical underpinnings.

2. A mechanism—with adequate resources and agreed procedures—needs to be established for the systematic sharing and management of knowledge and information generated about communication interventions.

3. A unified approach, backed by the establishment of decentralized resource centers, needs to be developed for providing technical assistance in rapidly building and strengthening avian influenza communication capacities within countries and across institutions.

4. There is a need to establish indicators, baselines, and benchmarks to assess the progress and contribution of communication in the prevention and control of avian influenza. There is also a strong need to develop guidance on adequate resource allocations for communication activities. Communication experts and practitioners need to adopt a unified approach and engage with donors through a common platform to agree on measures of progress and how to fill resource gaps, through a unified approach.

5. Practical mechanisms for greater policy engagement of and dialogue between national authorities, the private poultry sector, and community poultry keepers and producers need to be advocated for and established, to ensure a common understanding and vision with regard to rural livelihoods, nutritional and food security, biosecurity, and poultry sector organization.

6. Multisectoral and multistakeholder partnerships at the global and national levels, along the lines of successful models (such as the Stop TB Partnership, the Polio Eradication Initiative, and the Global Environment Facility), should be encouraged to ensure broader participation from civil society, community networks, the media, and the private sector.

Message and Voice

The two workshop sessions on message and voice were called "From Patients to Citizens: Health Care, Communication, and Rights" and "Enabling the Voices of Those Most Affected by Ill Health to Be

Heard and Acted Upon." Both dealt with the importance of voice and are therefore considered together for the purposes of this report. One of the key questions in both workshops was "Why to encourage voice in health communication?"

The workshop on enabling voices was an innovative interactive session in the form of a radio show with a host—WCCD FM. Participants were given phones and told that some did not have access, others did not have credit, some shared phones with other people, and some were not English speakers. Discussions focused on the enhanced impact if those most affected by ill health participate and can express their needs. Examples were given from HIV/AIDS programs.

KEY ISSUES

- How groups and individuals can be supported in realizing their rights to health and in using communication to strengthen their awareness and entitlements.
- Many people, especially women, children, and those most affected, often do not believe in their own power and are not used to being heard. To include their voices would constitute a real paradigm shift for which training and capacity building may be necessary.
- Voice is only part of the equation: a person might have a voice but still not be listened to. Often agencies and programmers would rather speak with representatives than with those most affected.
- There is a difference between having a voice, using it, and being heard. Even if people speak out, it is not easy to get policy makers to listen to the voices of those affected. Those implementing policies may also need to be trained to listen.

A number of issues emerged from the special events:

- Communication is power—who's talking to whom and about what? This is the issue with which we as communicators should be engaged.
- Ordinary people do not feel they have influence, so they hold back on communicating the issues that concern them; however, health issues are a link into Communication for Development— everyone likes to talk about their health.

- Those who have the answers cannot communicate them and those who have the power and influence cannot get the answers to the problems for which they are responsible.
- People cannot articulate their needs in ways that policy makers understand; journalists are a link to the people to whom policy makers should listen.
- The communication process is important; the connections made throughout this process are among the most important outcomes in Communication for Development.

See box 2.4 for a case study.

CASE STUDY

Box 2.4 Grandmothers

"We feel much stronger now because not only do we have our traditional knowledge but, in addition, we have acquired the knowledge of the doctors."

—SENEGALESE GRANDMOTHER LEADER

In virtually all sociocultural settings in Africa, Asia, Latin America, and the Pacific, senior women or grandmothers are part of family and community systems in which women and children are embedded. Across cultures, in all matters related to the health and development of women and children, grandmothers are expected to teach, guide, and support the younger members of society. But policies and programs on maternal and child health and the communication strategies that support them have rarely taken grandmothers' role and influence seriously into account.

   The Grandmother Project is an American NGO. The "grandmother-inclusive methodology" works through grandmother networks and leaders, using participatory methods of communication as dialogue to acknowledge the important role of grandmothers and to challenge them to combine traditional and modern knowledge in order to strengthen their contribution to promoting the well-being of women and children. Experiences in the Lao People's Democratic Republic, Mali, and Senegal using this methodology have demonstrated that the inclusion of grandmothers in maternal and child health programs increases the cultural relevance of such programs. This leads to greater community support for the initiatives and, in turn, contributes to greater program effectiveness. Qualitative results from the programs show increased self-confidence of grandmothers, better solidarity between women, the emergence of grandmother leaders, increased public recognition of their role, and increased knowledge of women's health practices.

Source: Aubel 2006.

RECOMMENDATIONS

1. Projects, policies, and programs should be culturally sensitive, beginning with recognition of what exists and building on that.
2. Training and capacity building is necessary, both to give those affected confidence to speak and to get policy makers to listen.
3. Health communication projects need initial analyses of family roles and how they influence health norms and practices.

Of Rubber and Road: Impact and Evidence

This session began by asking who the audience is for the impact evaluation. The evaluation should be for the beneficiaries but it is often more about proving the validity of data to donors and policy makers. Often funders define issues on which people are supposed to work. For example, speaking to people in Uganda, ICCD found that issues related to malaria were seen as more relevant than those related to HIV and AIDS. It is important for those planning impact evaluations to recognize that people can measure their own change and can set their own indicators. The session also discussed the usefulness of participatory evaluation and how it can strengthen ownership and long-term impact.

See box 2.5 for a case study.

KEY ISSUES

- How do you measure empowerment? A mixture of methodologies is needed to be able to measure such things as people's own sense of empowerment (for example, the impact of health care workers feeling professionally empowered).
- Communication is seldom consistent over prolonged periods of time. Change in health status takes longer than program evaluation cycles last.
- What can really be measured? For example, national AIDS prevention campaigns often cite condom use because that is relatively easy to measure, but other issues—such as women's rights and empowerment—are equally important in preventing HIV.
- The validity and presentation of data raise questions. How much scientific rigor is really needed? Is it possible to use less rigorous but still valid data? Collecting stories—that is, people telling how they perceive change—can also be an effective methodology.

CASE STUDY

Box 2.5 Scaling Up Communication for Social Change

In 1970 the Comprehensive Rural Health Project (CRHP) began as a small community-based project in Jamkhed, India, working with only a handful of villages. But every few years new villages were added, as people from villages that were not served approached the project staff. The CRHP has grown exponentially to cover some 250 villages. It has also expanded to become a training center to build the capacity of people from other community development projects, and it has started a new project in Bhandardara, a remote community of indigenous people some 150 kilometers away from Jamkhed. Twelve elements of communication for social change can be drawn from the evidence from the project:

1. Establishing open dialogue and horizontal communication between project staff and change agents and community members to build trust and confidence
2. Listening to people's needs, identifying culturally relevant ways to involve local personnel, and mobilizing local resources to meet these needs
3. Identifying ways to promote outside expert advice and information, yet ensuring that information is not merely disseminated but also allows people the means to participate in the knowledge creation process
4. Ensuring that local health workers receive continuing training and that health workers provide feedback from the communities, to be integrated in the training program
5. Designing training of health workers based on dialogue, critical thinking, peer learning, and respect for local knowledge
6. Repeating new or complex information provided during the training to ensure that health workers remember the key messages
7. Incorporating local cultural practices in designing preventive health messages and providing health workers the freedom to use their experiential knowledge in promoting and diffusing information in the villages
8. Challenging certain harmful social or cultural practices by being transparent in communication and demonstrating the ill effects of those practices
9. Using communication for personal development as a way to empower individuals
10. Organizing people in formal and informal groups and engaging in a dialogue with these groups to stimulate critical thinking
11. Building on individual-level changes to stimulate societal changes, including changing social norms and behaviors
12. Allowing community members to decide when they want the project staff to stop working with their community and move on to work in a new one

Source: Chitnis 2006.

- There is a need for an evidence base; alternative methodologies, such as Most Significant Change (MSC), are useful here. MSC is a participatory monitoring and evaluation technique that collects stories and systematically analyzes them to identify significant changes in program participants' lives. The technique does not use predetermined indicators; instead, it involves stakeholders in deciding on the type of change to search for, collecting and analyzing significant change stories, and discussing the value of those changes (Davies and Dart 2005).
- Participation of the most affected is not only about who is being heard, but also about supportive spaces where those affected can develop a sense of their own priorities—to set the agenda—and express themselves in their own ways on their own terms.
- Participatory approaches in monitoring and evaluation are important in self-learning and auto-evaluation.
- Rethinking who the impact evaluation is for is important—it should ultimately be for the beneficiaries.
- Data have limited use in policy making: data from evaluations need to be translated into language that policy makers and laymen can access and understand.

Key and Emerging Issues for the Health Strand

A number of significant issues and recommendations emerged from the health strand as a whole:

- Culture is part of people's realities and can be both an enabling factor for and a barrier to communication. Either way, it must be engaged from the beginning. People are more ready to change cultural practices or adapt them than many assume when they think of culture as static or traditional.
- Participation is not just about who is being heard but also about supportive spaces where people can develop a sense of their own priorities and set the agenda. They need to be given the capacity to express themselves in their own ways, on their own terms.
- Community monitoring is needed to hold authorities to account—an important part of building capacity that empowers communities.

- New technologies are important, but there will always be a need for face-to-face and interpersonal communication in Communication for Development.
- Power issues mean that some policy makers are not interested in Communication for Development if it opens up participation and scrutiny. "Getting people to be masters of their own reality is a threat to many," said one participant.

Papers Used in the Health Sessions

Aubel, Judi. "Using a Neglected Cultural Resource in Development Programs: Grandmother Networks and Participatory Communication."

Bamezai, Gita. "Grassroots Communication Innovations to Make Rural Health More Pragmatic and Scope for Community Ownership."

Chitnis, Ketan. "Scaling Up Communication for Social Change: Implications of the Community-Based Health and Development Model in Jamkhed, India."

Communication Initiative. "Health in a Time of Poverty: A Background Note." Background paper prepared for the WCCD— http://www.devcomm.org/devcomm/Sessions/tabid/81/Default.aspx?macroId=3&microId=302.

Goldstein, Susan, and Esca Scheepers. "Using Edutainment for Social Change—Evidence from Soul City over 6 Series."

Gray-Felder, Denise, Ailish Byrne, James Hunt, Afework Ayele, and Mirgissa Kaba. "CFSC and Youth Clubs Tackle HIV/AIDS in Ethiopia: Using and Evaluating Youth-Focused Dialogue."

Hegazi, Sahar. "Making a Difference: The Success Story of Social Communication in the Battle against Polio in Egypt."

Ogden, Ellyn, Silvio Waisbord, Lora Shimp, and Shan Thomas. "Communication for Disease Eradication: Using Social and Epidemiological Data to Increase Immunity."

Vega, Jair. "Project: Joven Habla Joven (Young People Speak)— A Communication Intervention for Social Change to Improve Sexual Responsibility."

Yahaya, Mohammed. "The Influence of Parent-Child Communication Pattern in Risky Behaviour Reduction among Vulnerable Groups in Nigeria."

Note

1. See the Treatment Action Campaign Web site: http://www.tac.org.za/.

3

Communication and Governance

The background paper on governance for the Congress notes "information and communication processes—and the media of communication—are a fundamental part of how governance systems operate in any political community. What is more, they are fundamental to the agenda of pro-poor social and political change" (DFID and World Bank 2006).

The Congress had a series of debates about the nature of governance and its application to government, the media, and civil society, and the relationships among all three. The strand on governance began with a plenary called "Communication for Good Governance, Participation, and Transparency."

The plenary started with a BBC World video, *It's All Communication,* which looked at three examples of successful communication for good governance in Bangladesh, Ghana, and Uganda. In Bangladesh, public leaders were held accountable through *Sanglap,* a TV discussion program that included government officials on the panel. It reached 5 million people. In Ghana, journalists used mobile phones to transmit election events from polling stations live on radio. This enhanced credibility of election and made it more difficult for those who lost to cry foul. Voter turnout was 85 percent. "We take our freedom very seriously," commented one interviewee on the video. In Uganda, surveys showed that only 13 percent of funds actually reached primary schools in the early 1990s. A range of reforms led to an increase to 80 percent by early 2001 (box 3.1).

A number of points emerged from this session:

1. What constitute free media? This question ran throughout the conference and was the subject of a BBC World Debate. There

CASE STUDY

Box 3.1 Uganda—Expenditure Tracking

In the mid-1990s Uganda implemented its first public expenditure tracking survey. The purpose of the survey was to collect information from primary schools to gauge the extent to which government grants actually made it to their intended destination. The survey revealed that during 1991–95, on average, only 13 percent of the grants made it to the schools. Most of the funds were used for purposes unrelated to education: to fund the local political and bureaucratic machinery or for private gain, as indicated by numerous newspaper articles about indictments of district education officers after the survey findings were made public.

As evidence of the degree to which money was leaking out of the system became public knowledge, the central government enacted a number of changes. It began publishing the monthly transfers of public funds to districts in newspapers and broadcasting them on the radio, and requiring primary schools to post information on inflows of funds. The government also replaced the central supply of construction and other materials with school-based procurement and compiled data on spending for teachers' salaries at the central government level. The objective of this information campaign was to promote transparency and increase public sector accountability.

A preliminary assessment of these reforms showed that the flow of funds improved dramatically, from an average of 13 percent reaching schools in 1991–95 to about 80 percent in early 2001. Work is under way to evaluate the impact of the information campaign.

Source: Reinikka and Svensson 2004.

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was recognition that many media institutions are controlled by the "super rich." There is also the danger of control by those with political interests to pursue.

2. It was clear that governance, participation, and transparency have become a particular area of focus at multilateral, governmental, and citizen levels.

3. Good governance is not just about reducing corruption, and corruption does not occur only in developing countries. There are many examples from the industrial countries as well. As one participant put it: "Corruption is about the corruptor as well as the corruptee—and often the corruptor is from the developed world."

4. The principle of access to information as a right must cut across cultures and be universally acknowledged.

5. Good governance is helped by the free spread of information and the capacity of all levels of society to engage in debate. The rise of the Internet, satellite technology, and blogging contribute to this capacity. It becomes increasingly hard for those in power to control or limit discussion.

6. In a discussion about what happens when the good governance function of free media—holding to account, transparency, public debate—fails, it was suggested that some form of subsidies should be in place when the market fails, to uphold the public interest function.

Additional points on governance arose during the BBC World Debate on the second day of the Congress, on the subject, "Is a free media essential for development?"

7. What is a free media?
   a) The debates made clear that no common definition exists. As in the governance plenary, debate focused on whether the concept of free media is Western or universal and on skepticism about whether any media is really free from both political and commercial agendas.
   b) Free media are not always wise or just media. It was pointed out that free media could be abused in a number of ways. For example, unfettered free radio in Rwanda was used to spill out vitriolic messages that led to genocide.
   c) Free media must be held accountable by legal systems, institutions of governance and accountability, and a freedom of information act.
   d) Discussions also covered media ownership. How free can media be when they must focus on issues of interest to the people that will bring in the money?
   e) Do free media really cover the important stories?
8. Ideally, free media play at least four roles:
   a) As an important watchdog—of governments, the private sector, and public bodies
   b) As a way of giving voice to ordinary people
   c) As a way of holding politicians to account—partly through enabling people's informed participation in political processes
   d) As a "public sphere"

Although the issue was also raised in other strands and at special events, six workshop sessions focused specifically on governance:

1. Securing Political Will: The Prerequisite for Public Sector Reform
2. Strengthening Voice and Accountability: The End-Goal of Communication for Development
3. Building Media Systems: Enabling an Effective Fourth Estate
4. Fighting Corruption: Beyond Technocratic Solutions
5. Making Public Institutions Transparent: The Cornerstone of an Open Society
6. Good Governance in Practice: The Example of Infrastructure Projects

Securing Political Will: The Prerequisite for Public Sector Reform

"Securing political will can be achieved through recognizing that politicians have a responsibility. Although it is hard to define, it's easy to see where political will is absent—it is obvious where it is lacking."

—SESSION PARTICIPANT

"Good governance," "participation," and "pro-poor reform" are terms attached to most major development projects today. Yet whether these values are realized in the field depends in large part on the nature of the politics and the political culture of a country. How do we secure support—starting with political will—for public sector and pro-poor reform programs? What kind of advocacy is required at different levels of government and society? What role does communication play? What more/better/different should be done and by whom?

Presentations in the workshop looked at the political will of politicians and donors, and what needs to change. The session also explored how communicators can help involve citizens in change and in mobilizing their own political will both in a top-down way—being persuaded to comply with the wishes of policy makers—and in bottom-up ways—in the sense of ordinary people getting their

wishes across to those in power and influencing policy. The participants also focused on political capital: politicians invest political capital in change processes and must be convinced of the return on their investment of that political capital. Communication can help them assess the political risk—the more participatory the assessment, the more responsive the politician will be to the needs of his or her constituents.

KEY ISSUES

Issues that arose during the workshop can be grouped as challenges for politicians, challenges for donors, and challenges for Communication for Development.

Challenges for politicians

1. Prefabricated ideas do not fit local contexts: a one-size-fits-all approach is not working.
2. Politicians often fail to keep their side of the bargain of being in power—to inform and to provide solutions for their people. Sometimes this is simply because they are not transparent. Fixing this problem requires political will, definite action, and capacity building within governments.
3. Sometimes politicians do not know what to do: they are given big ideas by institutions such as the World Bank and the International Monetary Fund but no details of how to realize these ideas.
4. Communication to achieve reform must engage with decision makers (box 3.2). The RAPID framework for analysis is useful here. RAPID: **R**ecommended—ideas are recommended by others; **A**gree—who needs to be included to agree to decisions?; **P**urpose—who carries out the activities?; **I**nput—input provided by experts, thinkers, advisers; **D**ecisions—who actually makes the decisions?
5. How does a politician choose which cutbacks to make, knowing that cutting back in some areas will mean other longer-term costs? Cutting back on education, for example, will lead to the extra expense of bringing back those nationals who had to leave the country to be educated elsewhere. Communication underpins the assessments and risk analyses: How do

CASE STUDY

Box 3.2 Decision Makers Want Communication—What They May Not Want Is Participation

Decision makers are interested in communication. There is no need for a hard sell here. What I see is a growing interest in the power of communication so long as it is one-way information dissemination, awareness raising, and public relations—no problem. What is sorely missing, however, is in-depth knowledge of how to build communication in such a way that the people to whom it is directed actually gain or have a say in the countless messages thrown their way. At stake is the kind of planning and research that must go into a communication effort to make it truly effective. In short, what is missing is any notion of putting in place what is commonly known as participatory communication.

   In an earlier work to research decision makers' views on communication (Quarry and Ramirez 2005), the authors found that decision makers fell into three main categories. If this is the case, might it not be a good idea to first acknowledge that all decision makers are not created equal and that it would prove useful to take this into account? Second, let's acknowledge that some decision makers simply do not have participation within their mandate—whether in government for reasons of state or in banks, well, because they are banks. Next, let's consider changing our own agenda. Instead of expecting a better participatory approach from those institutions that really do not have participation within their mandate, let's work with them to help widen their understanding of what others may need to make participation effective. It is well within their mandate to foster this approach. An understanding of the importance of space for slower and longer time frames for others to enhance participation ultimately ends up being beneficial to society.

Source: Quarry 2006.

politicians know what constituents think is the most important issue in which to allocate resources? Through communication processes.

Challenges for donors

6. Donor coordination is important—there are too many donors, all working on a different strategy or agenda with different reports. Many people spend their time just writing reports.

7. The key is not to impose the solutions the donors would like but to listen to what the beneficiaries want and need.

Challenges for Communication for Development

8. Communication practitioners are transformers: they must "step down" the issues to a lower voltage so that their complexity does not electrocute policy makers and ordinary people. Sometimes recipients do not fully understand the agendas offered or solutions presented by donors or those with power. Development communicators must clarify those agendas and solutions. This is particularly important where the powerful are able to dictate terms and definitions to the powerless. Structural readjustment programs and other development paradigms are examples.

9. The saying goes that "the price of freedom is eternal vigilance." The public must work to uphold its freedoms and to hold government accountable. Too often the responsibility for such vigilance is passed on to nongovernmental organizations (NGOs) and civil society organizations (CSOs). This is not necessarily bad. It depends on the nature, legitimacy, and representativeness of the organization. The people must also take on this responsibility as part of being citizens, for example, through engagement with CSOs and vigilance over their behavior, too.

10. Communication specialists need to help people focus on the reasons why things happen. Too often they focus only on the "know what and know how." This should be complemented by the "know why" of how change happens. Communicators also need to engage the nodes of organizations in CSOs and NGOs, which can in turn galvanize public opinion, debate, and action. Communication can amplify the voices of the targets and beneficiaries of reform programs by creating spaces for people to express their voice, for example, on television and radio discussion programs.

RECOMMENDATIONS

1. Fit communication strategies to a particular context. This applies equally to politicians, donors, and Communication for Development specialists.

2. Establish a caucus of donor countries with one focal person, to reduce time and minimize conflict of donor agendas.

3. Persuade politicians to use their position to get a message across; for example, the Ugandan president ended every speech with a message on AIDS.
4. Engage all stakeholders in reform programs from the beginning. If people are included in the decision-making process, (a) it will meet their needs and (b) they will support rather than obstruct it.

Strengthening Voice and Accountability: The End-Goal of Communication for Development

The true test of development communication and information processes lies in whether they are effectively strengthening the voice of the people and their ability to hold leaders accountable for promised outcomes. How seriously are development leaders—both donors and their government partners—emphasizing this aspect? Does the current dialogue on sustainable development sufficiently recognize this aspect? Is modern development work focusing enough on the issue of voice and accountability at both the national and the local levels? What more/better/different should be done and by whom?

KEY ISSUES

1. The media can play a fundamental role in strengthening voice and accountability. But there are often limits to the media's role in ensuring government accountability. For example, in Asia and Africa many journalists are undersupported and underresourced professionally, lacking the time and resources needed to visit poor communities to research stories. Traditional reporting patterns and the enduring impact of political controls may mean that journalists fail to uncover and explore poverty and social equity issues in proper depth. Official secrecy, as well as the costs and difficulties of accessing information, can hinder research. They follow a pattern of reporting that narrates what is happening but does not go into the issues in depth.
2. Discussion covered the challenges of working with the media and how the media and other stakeholders could work more

productively together. The media are commercially oriented, so it costs money to work with them, and NGOs often cannot afford to buy airtime. Yet NGOs need to be able to access the mainstream media. The media should be sensitized to the concerns and views of communities. Skills need to be developed to use the kind of information NGOs produce. Very few journalists can understand the language of the people, and they cannot work out how to make it into a story. NGOs and CSOs need to be more aware of the professional and commercial pressures that journalists work under and what their specific needs are. Communication strategies need to fit commercial needs.

3. Media owners and editors in the increasingly commercial media environment often view poverty issues as unattractive. Stories are squeezed out by the need for advertising space. This issue needs more research. What are the limits of the target audience's interests and needs? Are we really pushing the boundaries as far as we can? How can the media play a public interest role in an increasingly commercial environment?

4. It is often exceedingly difficult for the general public—and especially poor communities—to get information from governments, which may lack focal points and coordinated structures for the interactive provision and receipt of information. Governments may not have a communication strategy in place. Sometimes it is a question of will, sometimes of lack of skills and resources. The two-way dynamic to information exchange is often missing.

5. Increasing public discussion and participation in decisions to improve the use of public resources is important for poverty reduction. There is also a need for stronger debate about addressing equity issues, which would require both governments and international institutions to be more open to considerations of a wider range of policy choices.

6. Good governance is an international issue. The debate about the international aspect of accountability needs to be broader. For example, despite often-voiced concerns about the openness of some developing country governments to transparency and participation, are governments in the industrial countries fulfilling their side of the governance bargain? Are they making progress toward Millennium Development Goal 8 (develop a global partnership for development) on debt, aid, and particularly trade? Raising public awareness of and debate on

international responsibilities for good governance—so that citizens in the industrial countries as well as the developing countries can hold their governments to account for progress in poverty reduction—is a complex challenge that communicators must address.

7. Citizens can build their own monitoring instruments to evaluate public policy without being asked by government. Doing so involves access to information and the right to access the spaces where public policy is being implemented.

8. Donors increasingly stress governance questions. But under what circumstances should donors have the right to make governance a condition of lending? Is there a danger of new forms of conditionality? If the threat of aid withdrawal is not to be used as a lever except under extreme circumstances, what other ways can be found to support civil society actors to ensure that people are empowered to get their views across and be heard by the state?

9. Content is as important as process. There is a need not only for greater voice and accountability within official policy processes but also for space for greater debate about policy content. CSOs can help poor people define their agendas and articulate them.

10. There needs to be political will to reestablish democracy, but tools are required to accomplish this. Reestablishing democracy and seeking the tools to do so is the dual role of government. Where governments are weak, government capacity needs to be strengthened and strategies created within government to increase dialogue between government and CSOs. We need champions within countries who can foster these dialogues (box 3.3).

RECOMMENDATIONS

1. More research should look into the interests of different readers, listeners, and viewers. Are we making assumptions about people's information needs?

2. Tools that can be used directly by citizens should be developed to ensure government accountability and transparency. Citizens are not generally involved in evaluating the implementation of policies, but they should be.

CASE STUDY

Box 3.3 Nicaragua—Citizen Involvement in the PRSP Process

Mignone Vega, Director of Strategic Communication for the Presidency of the Republic of Nicaragua, told participants

> *In Nicaragua we want to strengthen the connection between governments and citizens. This is a challenge that sometimes politicians don't understand. Nicaragua is portrayed as a corrupt country with low self-esteem, low private investment, and poor transparency. To change this image is a very high achievement. People do want to participate, to better their standards of living. This is participation in a deep sense. We wanted to institutionalize this dialogue between government and citizens through the PRSP process. It was important to define the role of the state, the role of people, and the nature of communication between the two. People need to know how the state spends its money. We have started a dialogue on economic issues and corruption. News on this was published in newspapers every day. The budget has been decentralized to the local government level for the first time and a finance law was discussed with them. Nicaragua today has a transparent budgetary process. The role of the media is fundamental to this.*

3. Media coverage and communication initiatives should consider new styles, formats, and genres (for example, capitalizing on youth and popular culture).
4. Communication vehicles outside the media (that is, not journalists) should be considered for the inclusion and promotion of voice. An example is community theater, which has often proved powerful.
5. Media and stakeholder groups (for example, CSOs, government bodies, research organizations) should strengthen their interaction, information exchange, and working relations so that communication on poverty reduction, including poor people's views, can be maximized.

Building Media Systems: Enabling an Effective Fourth Estate

The international development community has expressed overwhelming consensus on the important role of the media in exposing

corruption and holding leaders accountable. What is needed to improve the environment—from the national to the community level—in which the media in developing countries operate? How can we better support free, pluralistic, and independent media systems? What is needed to improve media laws and policies? What more/better/different should be done and by whom?

KEY ISSUES

1. Some countries have a tremendous need for training. For example, in the Arab world at the moment less than 1 percent of the population uses the Internet but in the next 5–10 years, as young people are trained to use it, this situation will change. It is considered a freer medium than others and gets all sorts of people talking. Because this new phenomenon, as well as SMS (Short Message Service), is popular among young people, it provides an opportunity for opening up dialogue with new groups in society.

2. Communication for Development specialists need to learn from one another about media support: What are the business models that work? How can we tackle corruption and journalists being bribed?

3. Local ownership and leadership in the media are important. Direct support should be given to media outlets that contribute to a pluralistic environment—those threatened by market liberalization and political pressures (for example, repression).

4. Media donors should look at media development as a sectoral issue in itself, but at the same time, those responsible should reach out to other programmatic areas to ensure that media development is coherent. Exchanges of experience among journalists, publishers, and owners are very helpful on a global scale.

5. Media actors at the country level need to debate the role and the future direction of the media in their country: journalists, publishers, and owners should all be involved in this debate. It should not be possible to impose models of journalism from the West that do not take into account the country context. The public and civil society must demand free media, and the media must be understood to be a public good (boxes 3.4 and 3.5).

CASE STUDY

Box 3.4 Philippines—*Newsbreak*

Democracy alone cannot produce a free press. In the Philippines, the state is weak and media organizations operate in a context of corruption. There is no free and independent media culture; the media are not believed. One journalist is killed every month and the murders are not investigated. Libel is used as a weapon by the powerful: the prime minister has filed 42 libel cases.

Newsbreak is the flagship current affairs TV program. It is unique in that its business model includes advertising and donations, ensuring its independence. Media organizations must be able to compete in a commercial media marketplace in this way, to ensure sustainability. Owners of big media outfits are often part of conglomerates with other business interests. But even in the Philippines, where the media are controlled by a few, the middle class is small, and the gap between rich and poor is huge, the *Newsbreak* business model is working.

Some recommendations for reforming the media in the Filipino context:

- The media have an important role to play on the demand side of democracy and should be strengthened to help make government more accountable.
- There needs to be legislation—freedom of information acts and the like.
- People need to see that the independent media can thrive in the marketplace—extending its audience base.
- Market-based solutions are important—we need to increase audience size by working with the private sector and providing marketing training.
- Venture capital and loans and grants should be accessible for successful media in developing and developed countries.
- Donors should gather together and create something similar to the Millennium Challenge Fund, through which media groups should be able to access funds according to conditions.
- We need to learn from one another—what are the business models that work? How can we tackle corruption and journalists being bribed?
- Media organizations and CSOs need to work together. In the Philippines, a partnership between CSOs and the media addressed the practice of politicians paying off journalists, who earn low salaries and therefore are more easily tempted. The campaign resulted in a public admission by journalists of this hidden practice.

Source: Presentation at the WCCD by Marites Vitug, Editor in Chief, *Newsbreak,* the Philippines.

CASE STUDY

Box 3.5 Panos—Making Development Stories Attractive to Journalists

Many journalists in developing countries have remarked to Panos representatives that coverage of stories on issues such as poverty reduction, trade, and development often does not figure uppermost in the minds of media owners, managers, and editors operating in an increasingly competitive commercial environment. Ostensibly dry stories on trade and poverty may be deemed of little interest beyond an elite group of readers. And in the competitive battle for editorial space, with the pressure or attraction of increasing advertising revenue making its presence felt, copy on this subject may lose out to other topics.

   Yet in communications with Panos, several journalists and editors have argued that innovative ways could and should be found to make such stories attractive and that there should be a greater commitment to providing editorial space for them. They claim that media houses can sometimes make narrow, short-term assumptions about their key target audiences and the limits of the public's information interests and needs. Underestimated is the public's potential appetite for well-crafted, accessible stories on poverty reduction that explain the complexities of the topic and also humanize it.

Source: Presentation at the WCCD by Jon Barnes, Panos.

RECOMMENDATIONS

1. Show success stories about the impact of responsible media organizations on democracy.
2. Improve the rule of law in general, so that media freedom laws and freedom of information acts cannot be easily overridden, for ostensible reasons of national security or the like.
3. Use entertainment formats—for example, soap operas, cultural programming—to promote dialogue on development issues.
4. Promote market-based solutions to strengthening media, such as increasing audience size and training staff in marketing.
5. Donors who support media systems should work with grassroots media organizations rather than international media institutions. These donors should also coordinate activities.
6. Donors should collaborate and coordinate more before they go into countries, especially countries in crisis. Donors should pool funding and seek strategic partnerships with other donors.

7. Donors should get together to create something similar to the Millennium Challenge Fund through which media groups can access funds, according to conditions. The media have an important role to play on the demand side of democracy and that role needs to be strengthened to help make government more accountable.

8. Media groups should lobby development donors to take media support more seriously.

Fighting Corruption: Beyond Technocratic Solutions

Anticorruption measures are almost entirely technocratic, led by specialists who concentrate on fixing institutions. While important, this kind of work is not sufficient. What can be done to wage a more comprehensive fight against corruption? How can strategic communication be used to promote disclosure, to transform attitudes, opinions, and behavior regarding corruption? What can be done to strengthen intolerance of corruption and stimulate widespread activism to combat it? What more/better/different should be done and by whom?

KEY ISSUES

1. All strategies to reduce corruption ultimately depend on citizens acting as a check against corrupt practices. Therefore, it is important that civil society be able to organize to form legal bodies; enabling and allowing this to happen requires appropriate legislation. Civil society must not be afraid of the consequences of organizing and speaking out: this requires an environment of trust, so that people will listen and respond to the issues raised.

2. Efforts to support free flows of information will only be successful if a demand for information exists.

3. Communication must be more than just access to information: it must lead to action. Legal mandates should oblige governments to explain policy decisions and to provide an enabling environment in which people can act on that information.

4. Broad-based coalitions are important for transparency efforts. For example, although the inclusion of diverse stakeholders

in drawing up Romanian and Bulgarian laws on access to information produced weak legislation on paper, the implementation of those laws is relatively high: 50 percent of requested files are provided.

5. In its ranking of media environments, Freedom House says that one-third of the world lives in environments with free media, one-third in environments with partially free media, and one-third in environments without free media (box 3.6). Although the assumption is that free media lead to a reduction in corruption, corruption can also lead to a reduction in media freedom. It is very hard, however, to measure the extent and quality of media freedom.

CASE STUDY

Box 3.6 Freedom House Findings, 2005

In 2005, of 194 countries and territories surveyed by Freedom House, 73 (38 percent) were rated free, 54 (28 percent) were rated partly free, and 67 (34 percent) were rated not free (comparable numbers for the previous survey were 75 free, 50 partly free, and 69 not free). Category shifts in 2005 suggested a trend of convergence toward the partly free category. Two countries, Timor-Leste and Botswana, moved from free to partly free, while two countries, Kenya and Mauritania, improved from not free to partly free.

In terms of population, the survey found that 17 percent of the world's inhabitants live in countries that enjoy a free press, while 40 percent have a partly free press, and 43 percent have a press that is not free. The relatively negative picture painted by examining population figures can be explained by the fact that China, with its large population, is rated not free, and the almost equally populous country of India is rated partly free, thus vastly limiting the percentage of people worldwide who have access to free media. Over the past year the percentage of people enjoying free media has declined slightly, while the percentage of people who live in countries with a media environment that is not free has decreased by two percentage points; this indicates that more countries are moving into the gray zone of partial media freedom.

The overall level of press freedom worldwide, as measured by the global average score, worsened slightly in 2005 to 46.05, continuing a four-year downward trend. Both the overall global average score and the global averages for the legal and political environment categories worsened, with the political environment category showing a particular decline.

Source: http://www.freedomhouse.org/template.cfm?page=1.

RECOMMENDATIONS

Priorities for establishing good governance and preventing corruption include the following:

1. Establish legal framework that allows for, and protects, free media and CSOs.
2. Open up the policy process to scrutiny at the national level.
3. Create transparency and publicity and incentives to promote local participation in political processes.
4. Build the role of civil society in anticorruption measures—thus promoting the demand for anticorruption efforts. This should go beyond training better administrators, imposing stronger sanctions, and the like.

Making Public Institutions Transparent: The Cornerstone of an Open Society

Government is a public trust, yet in too many countries governments are not trusted because their operations are not transparent and their citizens do not have the information to hold their leaders accountable. How can communication and information processes be used to transfer more knowledge—and thus power—from behind closed doors into the public realm? How can the balance of information-as-power be tipped in greater favor of the citizens at large? What are the success stories and what are the stubborn obstacles? What more/better/different should be done and by whom?

One of the important threads in the workshops was how information and communication can help public institutions function better. Two issues were identified as relevant here: the importance of access to information and the importance of free media and the Internet.

THE IMPORTANCE OF ACCESS TO INFORMATION

Some 70 countries have passed access to information laws, but these laws are meaningful only when they are implemented and upheld. A useful way of framing access to information is to present it as the right to access or request information: this is particularly important as information is increasingly held by private corporations.

More information leads to greater knowledge—particularly for citizen understanding about state activities, which leads to greater potential to hold the state to account. It also builds trust in two important ways: by giving out information, the state demonstrates that it trusts its citizens to know what to do with the information and also that the state has trust and confidence in the policy decisions it has made. This is particularly important at a time when trust in politicians and political institutions is very low.

But for states to implement access to information legislation, they need to believe that it is in their interest to do so and that it will not simply increase the burden on the state. Arguments for introducing access to information legislation include the following:

1. It makes government more efficient: the actions of putting documents online, keeping records, and archiving and sharing information internally create significant efficiency.
2. Politicians are always concerned about getting reelected. They often resist introducing access to information laws because they think such laws will reveal deficiencies on their part. However, such laws can also be used to show that policy failures are not their fault. They can reveal when the responsibilities for policy and social failures lie not with politicians but with external agents, or how blame should be apportioned. Blame does not always lie with politicians.
3. Where information about policy is available, civil society can help put those policies into practice—for example, by helping local authorities understand responsibilities or simply by mobilizing people.
4. Access to information also means that citizens can take part in public life—for example, through citizens' assemblies.

THE IMPORTANCE OF FREE MEDIA AND THE INTERNET

Access to information is not the most crucial condition for the functioning of free media. Although it can be useful for investigatory journalism, access usually takes too long (20 to 100 days for documents to be released) and journalists need information immediately to be able to meet daily deadlines. Paradoxically, advocates of free media sometimes resist laws on access to information, for various reasons:

1. When access to information is democratized, it can threaten the privileged position that the media hold in providing information.
2. Institutional sources that journalists depend on may no longer feel they have the same responsibility to provide information, if there is legislation to provide it through other channels.
3. Legislation on access to information can also be used to repress the media: governments can restrict the kind of information that is available, as in Paraguay and Zimbabwe.
4. Governments can also "scoop" the media: by withholding information until a decisive moment, they can choose to release the information before it is exposed by others, defusing the impact.
5. New technologies can also pose problems for access to information: governments can dump huge quantities of information onto the Internet without sorting or categorizing the information, making it very hard to identify what is important. Using new digital technologies as the key to accessing information can also exclude those who lack access to the technologies from the information, widening the digital divide.

KEY ISSUES

1. Who accesses information? In Mexico, after the passing of legislation on access to information, 150,000 requests came in—more than 50 percent from businessmen and academicians. Other requesters were journalists and other bureaucrats. Sixty percent were from urban areas. Access to information is seen as an instrument for the elite to check power. For example, a federal minister's career was compromised when information revealed his illegal dealings with casino owners.
2. The challenge is to make the legislation accessible and usable by ordinary people. A huge number are marginalized from even the potential of accessing information, and most do not know how accessing information can benefit them. So there are currently programs—external, not government funded— to explain the benefits that accessing information can bring.
3. Access to information is a human right, under Article 19 of the Universal Declaration of Human Rights. It is increasingly

recognized as important: the Inter-American Court of Human Rights recently passed access to information decrees.

4. Support to promote demand from citizens and civil society for the elements of good governance is needed. Stimulating demand for access to information legislation is as important as advocating for new laws: without the demand there is no point to such legislation (box 3.7).

RECOMMENDATION

Capacity building is needed, not only with civil society but also with the media and public institutions themselves; many second-level officials simply do not know their responsibilities.

CASE STUDY

Box 3.7 Botswana—Vision 2016

Botswana is classified as a middle-income country, on target to meet the Millennium Development Goals (MDGs). Yet it is plagued by inequality and 25–30 percent of people live below the poverty line. In the mid-1990s the government decided to establish a national agenda for the future—Vision 2016—to mark the 50th anniversary of the country. The entire population was involved in setting the agenda: politicians traveled around the country and conducted discussions with people to see what they needed and wanted for the future.

On the basis of these discussions and extensive consultations, the politicians drew up a strategy to achieve the vision expressed by the people—a strategy for achieving the MDGs, before the MDGs were initiated. It was comprehensive, covering all aspects of life from child care and health care to how the elderly would be looked after. The process of consulting the people also introduced ideas of rights holders and duty bearers.

The project raised expectations and placed huge pressure on politicians to deliver. The government sent video teams out to the villages and rural areas to ask what the impact of the plan had been so far and found that there had been no communication of the vision to the people whom it was supposed to benefit.

The president then initiated a communication plan based on the establishment of indicators, looking at the number of clinics, roads, and other benchmarks in the vision. These were consolidated into a live database that tracked the performance of the delivery of the vision on the ground. Many politicians opposed this scheme, fearing for their votes. But enlightened politicians recognized that politics is about taking risks—and they trust that greater communication between politicians and voters will lead to better development.

Source: Presentation at the WCCD by session participant.

Good Governance in Practice: The Example of Infrastructure Projects

Communication for Development has evolved beyond traditional propaganda and marketing to a greater emphasis on two-way communication flows, dialogue, and participation, which are now widely deemed essential to ensuring good governance. Beyond a shared terminology, are we also forging agreement on international standards for development communication work? Infrastructure development is one area of development that often faces charges of poor governance and corruption. In particular, large infrastructure projects have effectively demonstrated both the damage that corruption and mistrust can do and, in other cases, the value of good communication programs. They also provide many examples of learning about integrating communication into project planning and implementation. In this way, they also provide examples of good practice. What is considered international best practice, in areas such as infrastructure, for measuring the effectiveness of Communication for Development projects and programs and, in particular, the role of communication in ensuring good governance, participation and transparency? Who benefits from infrastructure projects? There is a need for national debates on needs and priorities in infrastructure development.

The workshop participants had a wide-ranging discussion on these issues. Donal O'Leary, Senior Adviser with Transparency International, and Leonardo Mazzei, Communications Officer in the Development Communication Division of the World Bank discussed their presentation on governance and infrastructure. In it, they argued

> *Communication is an important management tool to promote sustainable infrastructure in three primary respects:*
>
> 1. *To improve the quality of infrastructure through enabling more inclusive and informed decision making at all stages of the project cycle, driving new thinking and innovation to make infrastructure more sustainable, and establishing consensus on service provision priorities.*
> 2. *To build consensus on governance reforms around infrastructure through raising awareness of corruption vulnerabilities at*

> *all stages of infrastructure development and establishing consensus on reform programs, including the partnerships and tariffs needed to make services sustainable.*
>
> 3. *To take concerted action to manage corruption risks in infrastructure through maintaining pressure for implementing reforms, consensus on concrete measures to deal with corruption, and mainstreaming those actions (Mazzei and O'Leary 2006).*

KEY ISSUES

1. *The importance of building in communication from the start of a project.* Participants noted that despite consensus on the need for communication, it is still difficult to include communication systematically in infrastructure projects. Involving communication from the start is key, because upfront communication adds value to project design. It can be used for diagnostic purposes to understand the political, social, economic, and cultural context in the field and to anticipate and resolve potential conflicts. This type of assessment, when timely, can identify risks that were not previously understood and would otherwise threaten the project. Transparency is key.

2. *The role of consensus.* CSOs, media, and beneficiaries play active and direct roles in infrastructure projects. Not giving them the opportunity to play a role puts the project at risk. Infrastructure projects are large and may require involvement from the private sector, so it is important to develop consensus on plans using communication—though communication does not always lead to consensus.

3. *Corruption and transparency.* Corruption is a major threat: governments and citizens pay a price for it in terms of lower incomes and lower investment. It is a major cause of poverty. It affects the poor and vulnerable excessively; for example, they will suffer most from negative environmental impacts. Corruption starts in small ways, and communication is helpful when discussing solutions.

4. *The importance of systematizing communication.* This can be done by learning from previous projects. A few standard

methodologies, public opinion surveys, stakeholder mapping, and coalition building are needed. One way to systematize communication is to improve the way donors work with implementers, to put pressure on them to meet certain standards, ensuring a transparency and accountability process is in place. One important element is vertical integration, establishing protocol so there is a rigor to information sharing at an institutional level. Every player should know how to access information and whom to approach to get it.

Participants also identified a number of myths about communication and development in this context:

1. *The idea that increased information and communication strengthens collective action and is good for cooperation.* This is often the case, but the result of increasing information depends a great deal on the context in which the actors find themselves. Actors are not just managers of risk and uncertainties. Differences in interests and opinions are real. If people are driven by a common understanding, then information is a useful tool that can spur development. However, people are more complex and diverse than that. They act to uphold certain values, as a result of historical injustices, or to uphold their social identities. These drivers have concrete effects in large infrastructure projects.
2. *The idea that information is an effective tool in fighting corruption.* There is a high correlation between a free press and a low incidence of corruption, but a free press also has some negative effects. If increased information about corruption appears in the press but not much happens to people who are corrupt, corruption may increase because the message is that everyone else is engaging in corruption and getting away with it. In this way, a free press can legitimize corruption and make it more endemic. If the corruption is among the political leadership—if the fish rots from the head down—this is very demoralizing for a society.
3. *The idea that curbing corruption is about getting the incentives right.* Strategic financing can play a role, but it has limits. Empowering the victims is a way to increase the risk that those managing the project will get caught if they act corruptly.

Public officials and private actors engage in corruption when the risk of getting caught is negligible. Actors are guided by incentives, but also by norms and values concerning what is right. At the workshop Dr. Patrick Stalgren of the University of Gothenberg noted, "We should continue working with incentive-oriented reform but also increasingly look at how social values influence corrupt behaviors and how these values can be changed to reduce corruption."

See box 3.8 for some case studies.

CASE STUDIES

Box 3.8 Canada and Peru

Canada: The Cree Nation

The Cree have been living around hydroelectric projects since the 1950s. Histori-cally, hydroelectric development projects in northern regions of Canada have dis-rupted and often destroyed First Nation communities whose lands and waters were in the path of such development. Gradually the Cree found a voice: in the 1970s they lobbied to be involved in negotiations around a river diversion project. They taught the developers in Canada about the impact on their lives. The Cree community now has its own communication strategy for negotiation with local government. This strategy also ensures that Cree community members understand the full implica-tions of a project. They have supported local government infrastructure agencies in establishing communication strategies tailored to meet the specific communication needs of the Cree community, taking into account language issues. How the con-cepts are translated for the community is critical—with technical language it is often important to translate the concepts in a way that the Cree community can comprehend. As a result, the community's capacity to minimize damage from such projects has been improved.

Four key recommendations, adapted from Usubiaga, Knippel, and Jackson (2006), should form the basis for migrating this approach to development projects in other environments, whether in the public or the private sector:

1. Affected peoples should be considered equal stakeholders. Where capacity building is required to enable fully informed decision making, independent advice must be facilitated as a project or governmental cost.
2. True commitment to the principles of participatory consultation, accountability, and transparency can serve project proponents' public relations goals, preempt opposition by those who are not stakeholders, and minimize unanticipated compensation costs and legal challenges.

CASE STUDIES

3. Preference should be given to project bidders who implement the best practices to meet these goals—bidders who genuinely recognize and acknowledge the challenges and the costs of putting these recommendations into practice.
4. Although pre-project costs may be higher as a result, synergies with other projects or programs can often be found or developed to reduce the costs attributable to the project. Project investors will attach value to the cost certainty that comes from effective social risk management.

Source: Usubiaga, Knippel, and Jackson 2006.

Peru: The Small Town Pilot Project—A Private-Public and Social Partnership

"When two persons only dialogue and there is no change, it is because they did not dialogue, they only exchanged words."

—ERICH FROMM

In Peru a structural gap exists between the state and the citizens. CSOs do not have representatives in state institutions. The legitimacy of those who manage infrastructure projects is a real problem. The Peruvian Small Towns Development Project was about changing traditional municipal models on the basis of an alliance between the private and the public sector. The project was not to implement infrastructure but to develop local management capacities to provide sustainable water and sanitation service. The project's philosophy was to change attitudes and behavior, as well as perceptions of and thinking about the roles of social and sector players in the delivery of sustainable high-quality water and sanitation services. The process of change is based on an alliance between the local authority, the civil society, and a private specialized operator. There was a lot of mistrust in the private sector, so it was important to recover trust in the state. The project created a new relationship between the state, civil society, and private operators. The relationship between government, citizens, and providers improved through the building of an alliance in nine localities, based on local control of how the project would be implemented. The people and the state signed a social contract to this effect.

The experience with the Small Towns Development Project suggests the following actions:

- Document the quantitative and qualitative impact of the strategic use of communication in interventions, in order to use successful communication types as advocacy tools.
- Produce attitude and behavior change in project managers, policy makers, and decision makers at the sector and the national levels.
- Scale up tested mechanisms and tools.

Source: Schippner and Quispe Martínez 2006.

Key and Emerging Issues for the Governance Strand

1. Free flows of information and communication lie at the heart of good governance, transparency, and accountability.
2. Partnerships and coalitions across different sections of society (media, civil society, and governments) need to promote appropriate policies and ensure transparency and accountability. Should citizens be responsible for holding governments to account, or do governments need to enable citizens to hold them to account?
3. There is a crisis of political legitimacy; people do not trust politicians and political institutions. In this context even free media can contribute to increasing the sense of impunity, if they expose issues of corruption but no action is taken as a result.
4. Free media are necessary but not sufficient for addressing good governance. There is also a question of what constitute free media—and of the state's interest versus the market's interest versus the public's interest.
5. Legal mechanisms are important to complement the role of free media—but it is how they are upheld that makes the difference.
6. If Western donors are serious about the political nature of development and the importance of political systems, then the recipient government's efforts to achieve transparency, accountability, and inclusion of citizen's voices must be part of the dialogue between donor and recipient. Should aid be conditional on the trajectory to good governance?

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4

Communication and Sustainable Development

I n the run-up to the World Congress on Communication for Development, there were a number of regional meetings on the sustainable development strand. These meetings identified the main challenges for communication for sustainable development and looked at the lessons learned from the past and the challenges for the future. A background paper, "Communication for Sustainable Development" (FAO 2006), reflected main trends, challenges, and perspectives in the field of Communication and Sustainable Development, including the recommendations of the ninth United Nations (UN) Roundtable on Communication for Sustainable Development, held in Rome, September 6–9, 2004. The WCCD included a plenary and six workshops on the subject of sustainable development, as well as a number of special events.

The Regional Meetings

FAO coordinated seven regional initiatives in preparation for the WCCD during May–September 2006, with a view to promoting learning experiences and partnerships in Communication for Development. (Based on these experiences, a publication, "Compendium on Regional Perspectives," was prepared by Wendy Quarry and Ricardo Ramirez, in October 2006.) The executive summary of the findings from these meetings outlined the main challenges and the lessons learned, as well as some issues and recommendations,

along with an action plan for each region. It identified five main challenges:

1. Decision makers' lack of knowledge of and capacity in Communication for Development practice
2. The lack of trained practitioners
3. The lack of political will, as evidenced through absence of policy
4. The need for partnerships
5. Confusion about information and communication technologies (ICTs) and Internet opportunities

DECISION MAKERS' LACK OF KNOWLEDGE AND CAPACITY

Experience has shown that decision makers are comfortable with the idea of communication, particularly where it applies to public relations, information, and awareness raising. However, they have little knowledge of the breadth of communication functions ranging from public relations to participatory communication. Nor is there understanding of the need for research-based communication planning to make a communication initiative viable. This lack of knowledge can result in confusion between Communication for Development and media, and it presents a major barrier to the mainstreaming of Communication for Development initiatives.

LACK OF TRAINED PRACTITIONERS

There is a tremendous dearth of well-trained communication practitioners in all regions. There is also a certain amount of confusion across regions as to the depth and meaning of Communication for Development, making it difficult to find a common language or terminology to indicate the meaning of the process.

LACK OF POLITICAL WILL, AS EVIDENCED THROUGH ABSENCE OF POLICY

It is clear that the presence of policy supporting Communication for Development within government at the national, middle, and local

levels would provide the impetus (enabling environment) to accelerate the use of communication initiatives in project and program implementation. In many regions such a policy is often implicit in countries that support participatory development (or community-based management). In others, where participatory development is not the norm, it is almost impossible to find examples of any communication initiative beyond public relations and information exchange.

THE NEED FOR PARTNERSHIPS

In several cases partnerships between government bodies, NGOs, and academia have brought communication functions together within a given program to good effect. This type of synergy is possible in countries where governments welcome the presence of NGOs and see them as complementary to the government role of service provider and regulator.

CONFUSION ABOUT ICTS AND INTERNET OPPORTUNITIES

The growth of Internet technology has given an enormous impetus to wider interest in the power of communication. It has also opened the door to more horizontal communication that cannot be controlled by government. A good example is the blogging between Israeli and Lebanese citizens during the July 2006 war. At the same time, excitement about the Internet has led many decision makers to confuse the Internet, which is a tool, with Communication for Development, which is a process that makes use of a wide array of methods and media tools.

The regional paper also pointed out that

While the above may appear to be a daunting task, there are numerous stories of accomplishment and innovation. It is always important to tell the stories of communication initiatives that have been able to breathe life into a wide spectrum of different projects over the years. These stories bear testament to the impact of communication in the development process and help to remind us that without communication there can be no development (Quarry and Ramirez 2006: 16–19).

The Plenary and Workshops on Communication for Sustainable Development

> *"We hear but do not listen, listen but do not understand, see but do not see."*
>
> —PROVERB

At the Congress, a plenary on sustainable development was followed by six workshops on the topic. During these events, it was noted that there are at least 89 interpretations of sustainable development. One of the central ideas is that there is no universal development model that leads to sustainability at all levels of society and the world, but many different models.

In the plenary session, participants heard presentations on the experiences of Bhutan and Burkina Faso, which looked to increase community participation in their national development plans and in environmental issues in particular. In Bhutan, community participation resulted in the development of the concept of Gross National Happiness as the measure of development, rather than the usual economic indicators.

Other issues discussed during the plenary included environmental concerns such as water and other natural resource management, climate change, migration, and globalization. There was overall agreement that sustainable development "is development that is not harmful to the future." Several points arose from the plenary:

- Policy makers need to know how communities perceive their problems before they can both develop solutions to those problems.
- Policy makers and citizens need to have bidirectional communication. Participation may trigger dialogue between citizens and decision makers. This may accompany processes of decentralization and democratization.
- Communication provides a space for people to speak; it finds a pathway for people's needs to be articulated by communities to relevant people and back to the communities.
- Panelists emphasized that information does not involve people whereas communication does, and this is a significant difference.
- Participants suggested three factors to judge whether governments and organizations are consistent with a Communication

for Development approach: (a) their policies and strategies, (b) the presence of qualified staff, and (c) the adequacy of the budget.

- There were rich discussions about the challenges of including indigenous knowledge and whether this can be scaled up when, by definition, such knowledge is local.
- The policy makers on the panel emphasized the need for policy makers to develop ways to "hear people," either by going directly to them or by gathering their input through different mechanisms.

The workshop titles were as follows:

1. Communication on Food Security, Rural Development, and Livelihood Strategies
2. Poverty Reduction and Equity Issues
3. Communication and Sustainable Natural Resource Management
4. Mainstreaming Communication in Sustainable Development Policies: Local Perspectives and Priorities
5. Communication for Development and Global Environmental Issues and Sustaining the Process: Local Appropriations of Communication for Sustainable Development

Communication for Food Security, Rural Development, and Livelihood Strategies

"When we communicate are we really communicating or are we just talking? Do we really know how to communicate fully?"
—Participant

Food security and rural development policies have been revised in recent years, placing more emphasis on holistic approaches to rural livelihoods that focus on the sustainable use of natural resources, multisectoral collaboration, and stakeholder participation in accessing rural assets. Inherent in these approaches is the recognition of the importance of an individual's balanced portfolio of assets in which knowledge, access to information, and a means to communicate play a strategic role.

KEY ISSUES

- Food security is a term well understood by FAO and others but not by all. Has food security as an issue been communicated in a way that people see is relevant to their immediate concerns?
- There is a need to use a range of interventions as part of Communication for Development, not one single approach.
- When it comes to food security, it is crucial to give people a voice and ownership and also reinforce their ability to communicate. Apart from the obvious benefits to the community of communication, it can also increase the sense of identity among farmers. Communication is a means to recognize the cultural value of farmers and can strengthen the cultural identity of communities.
- Rural poor people need improved access to knowledge and information that enables them to take advantage of economic opportunities and improve their livelihoods.
- Opportunities need to be fostered for poor farmers to develop their capacity to generate, share, and adapt relevant local knowledge and information, as well as adapt and assimilate external information.
- All stakeholders need to engage in planning, decision making, and working toward common goals.
- Links need to be facilitated between local communities, development organizations in the field, the private sector, and different levels of policy making (from local to national).
- Links need to be improved between farmers, agricultural researchers, and extensionists.
- Public policies need to be promoted that include the financing of development communication components. These policies should give communication professionals the freedom and autonomy to design and implement rural communication programs without political or institutional interference.

See box 4.1 for a case study.

RECOMMENDATIONS

1. National policies should be developed to include participatory communication; the concept of sustainability must be built into any recommendations that the Congress produces.

CASE STUDY

Box 4.1 Tanzania—First Mile Project

The impact of the First Mile Project in Tanzania and the application of the Linking Local Learners approach in a number of contexts in East Africa are well documented and the lessons learned very concrete. Farmers used mobile phones and other communication techniques to obtain information on market prices. Before the start of the project farmers could get US$100 per ton of rice, but afterward they got US$600 through a warehouse receipts system. An additional US$350,000 per season was pulled in through the scheme. From a US$200,000 investment, there has been US$1.8 million of gross income for farmers. Farmers are willing to pay for the mobile phone calls because they can see their benefits.

The combination of structured learning with peer-to-peer sharing of ideas and lessons, and use of modern ICTs is building farmers' capacity to generate and share knowledge. It is also creating a learning environment in which farmers and other stakeholders consider the commercial viability of communication and knowledge management processes as the keys to sustainability.

Unlike many projects, which end when outside funding stops, the First Mile Project is likely to prove sustainable after funding ends in 2009. Farmers have seen the value of the information they receive from private companies that have been nurtured by but are independent of the project. Initiatives will be sustained in this way, if the activity makes sense to local people.

Source: Presentation at the WCCD by session participant.

2. A country's program approach should be developed to avoid duplication and lack of coordination between donors.
3. When dealing with rural areas, small island states are a special case and face unique challenges in Communication for Development.
4. The Mexican rural communication system should be revisited and challenges for the future identified to see what remains of the project that can be built on in the future.

Poverty Reduction and Equity Issues

Communication for Development can contribute to the effective reduction of poverty and help create better opportunities to actively involve marginalized groups and isolated populations in the decision-making process and in policy development. At the same time, it

improves the relationship between urban and rural populations, facilitating economic growth and equity. Communication can also play a decisive role in promoting the empowerment of women and girls. More specifically, communication processes can give rural women a voice to advocate changes in policies, attitudes, and social behavior or customs that negatively affect them.

This session focused on the applications of Communication for Development to poverty reduction and equity programs, with specific emphasis on the role of communication in building ownership of Poverty Reduction Strategy Papers (PRSPs) through stakeholder participation in planning, implementation, and monitoring. It also considered how communication could contribute to fostering economic opportunities through remittance transfers and maximizing the dramatic growth in communication among migrant workers, their families and organizations, and the government agencies involved. In addition to this economic aspect, the session discussed the potential role of communication in enhancing the experience of migration for both migrants and host communities.

KEY ISSUES

1. Migration and the importance of remittance transfers, using new communication technology.
2. Development as more than economic growth—communication contributes to many aspects, including social and political connections.
3. The importance of using participatory, communication-driven, innovative approaches that involve people who are experiencing poverty. A Rwandan saying was quoted: "A person who has had an experience is the one who narrates the story well."
4. Development as structural change, which is required if development is to be sustainable. Communication is not the magic solution, but it is important to include it.
5. The resistance of elites to reform—assessment of resistance must form part of the analysis that is the basis for developing a communication strategy.
6. The fact that technology can be very beneficial but is not the whole answer. We must not let it distract us. As Scott Robinson of the University of Mexico pointed out, "It takes more than skills and tools to achieve social transformation."

7. The ways that communication can help make migration a positive phenomenon. It can do so through the networks that help migrants find information in their new home environment, which enables them to make a contribution to their new society. It also can help them maintain contact with those they have left at home. The new technology for communication and the processes it enables, such as funds transfer, can be structured in a way to benefit the poorest. By reducing transaction costs, more money reaches the communities from which migrants come.

8. The difficulties of and obstacles to successful Communication for Development. Top-down decision making is still taking place. The poor are often not benefiting from economic growth. To reverse this trend, communication strategies need to be based on an understanding of the obstacles that elites may place in the path of reform.

Box 4.2 provides some case studies.

RECOMMENDATIONS

1. Access to telecommunications should be broadened and costs reduced. This should include reducing the cost of transferring migrants' remittances to a maximum of 2.5 percent of the amount transferred.

2. There should be a public debate on regulation of telecommunications.

3. Community involvement should be built into all levels of design and implementation of poverty reduction programs. This is essential because the communities should set the priorities. Clear communication strategies should be part and parcel of development strategies.

Communication and Sustainable Natural Resource Management

One of the key challenges that development programs face is addressing poverty alleviation and economic growth while conserving environmental sustainability in an integrated manner. Fighting land degradation and desertification, halting deforestation, promoting

Box 4.2 Africa

Rwanda: Giving Voice to Rural Women and Youth

Communication through radio was part of the process that provoked the Rwandan genocide. But today it is used to involve women and young people in the PRSP process. The PRSP was developed in 2002 to meet the Millennium Development Goals and Vision 2020, Rwanda's 20-year development strategy. Community participation in PRSP implementation and monitoring is stressed but, in reality, is little practiced in Rwanda. For example, rural women and youth are neither aware of nor know about their health entitlements under government programs, including the PRSP.

   Health Unlimited's rights-based project, Giving Voice to Rural Women and Youth, facilitates the participation of representatives from rural women and youth CSOs in monitoring the implementation of the health component of the PRSP in two of Rwanda's poorest rural provinces. The project works with existing district-level health policy makers and service providers and offers a platform for the target CSO beneficiaries to share their concerns and recommendations on health issues with the District Health Management Team members and local government officials during monthly meetings. These activities bring together people who otherwise never exchange ideas. The project is also innovative in its training of CSOs in presentation and confidence-building skills, as well as community theatre and an interactive, mainly pictorial, newsletter. By using participatory techniques, it gives a voice to those who are not usually listened to and who are most affected—in this case, the poorest rural women and youth. The project enables the target group to define and identify solutions and to share them with policy makers. In this way, poor rural women and youth directly contribute not only to their own development but also to the development of the Rwandan society at large.

Source: Uwamariya 2006.

Africa: Communication and Gender—The Dimitra Project

Communication is vital in addressing gender equality. Equality between men and women, a vital part of development, cannot be achieved without communication. Dimitra is a communication project that started by providing information to women on issues relevant to them, such as land rights. This effort built up to creating networks of women locally, which then grew to be national and Africa-wide. It developed a two-way approach—radio listening clubs—to enable women to make their own radio programs, which are played on stations and listened to by policy makers who respond to their questions.

   The program focuses on rural women, who are often isolated. It includes hands-on experience and has a training aspect. It also helps highlight the contribution that rural women make to development. Radio usage is high, using local languages to reach local communities, so people can say what they need. The Dimitra project in Senegal in 2004 gave women a chance to speak to policy makers about land issues. As a result, the Rural Women National Network of Senegal succeeded in securing a seat on the Presidential Committee on Land Reform.

Source: Presentation at the WCCD by Tine N'Doye, President of the Rural Women Network of Senegal, on the Dimitra Project (www.fao.org/dimitra).

proper management of water resources, and protecting biodiversity require the active participation of rural communities through communication processes. For many years, however, communication initiatives in support of environmental and natural resources management have focused mainly on the dissemination and adoption of technical packages. These efforts have yielded only limited impacts.

Communication for Development offers an alternative. Its participatory approaches can facilitate the dialogue and exchange of knowledge and information on natural resource management, increase the community knowledge base (both indigenous and modern), promote agricultural practices compatible with the environment, and develop awareness in policy makers, authorities, and service providers. Furthermore, Communication for Development approaches can bring different stakeholders and groups into conversation with each other and allow the poorest and most marginalized to participate in the decisions about the sustainable use of natural resources. This involves establishing links among all stakeholders; developing common understanding, language, and channels for participatory communication; and responding to specific information and training needs (Ramirez 1997).

Comments and ideas from the session included the following:

- "Communities involved with the management of resources should be involved with decisions on how to manage those resources."
- "Many initiatives fail because the initiative doesn't live with the community."
- "The heart of social capital is relationships built through communication."
- "We need to enable people to understand that natural resources management can be to their benefit—make people understand that it is a better way for them . . . not only for the planet."
- "We need to note the difference between *participation* and *being participatory*—genuine versus token involvement."
- "We must not romanticize what is meant by participation—you will not be able to resolve conflict all the time through communication and participation alone."
- "Participation is not consulting but sharing governance."

KEY ISSUES

1. Communication as a right:
   - To be informed is a right of the people, not just a development strategy.
   - Many policy makers still believe in top-down approaches and need convincing to move beyond them.
   - Donors also need to be held to account.
2. Capacity building and training for Communication for Development
   - Very few experts in natural resources management have the necessary skills in Communication for Development to apply in the field.
   - There is a need for collaborative learning initiatives in development communication and natural resources management.

Box 4.3 is a case study.

CASE STUDY

Box 4.3 Uganda—Banana Farmers

Scientists from Uganda's National Banana Research Program, with support from the International Development Research Centre, agreed to research a participatory two-way communication process that promised to bridge the gap between researchers and farmers. The project was formulated and implemented in Ddwaniro subcounty, Rakai district, in South Western Uganda. It was conceived with the general objective of enabling banana farmers to acquire and use improved soil and water management technologies using a participatory development communication strategy.

By the end of the first research phase, participating farmers were realizing good banana yields because they had implemented the recommended natural resources management techniques. They were now looking for a market for their increased banana yields. They also improved their interaction within their community. From the original 60 participating farmers, more than 500 other farmers were trained within a period of a year. The farmers shared their experiences on national radio. Women members of Ddwaniro Integrated Farmers' Association overcame their original shyness and also participated. The farmers now have their own community objectives. They have acquired additional communication skills, which they can use to solve other community constraints. They say, "*Twali bubi nyo Kawanda nga tenaba kugya*" (We were badly off before researchers from Kawanda came to us).

Source: Odoi, Ngambeki, Tushemereirwe 2006.

RECOMMENDATIONS

- *Policy.* Advocate for appropriate time and resources to apply communication methodologies to natural resources management.
- *Research, evaluation, and impact assessment.* Promote research initiatives in natural resources management that have a participatory approach and involve communication and local stakeholders in design, implementation, and dissemination.
- *Evaluation.* Establish objectives and baselines at the beginning of projects. Include evaluation for social networking.
- *Training.* Support collaborative learning initiatives in development communication and natural resources management.
- *Alliance building.* Support networking activities between local and national organizations that have developed expertise in using development communication. Apply this expertise to natural resources management. Bring the private sector to the table more, because they are a key stakeholder group that is often ignored in development initiatives.

Communication for Development and Global Environmental Issues

Communication is used to address global environmental issues of general public interest. Within this framework, very often communication, education, participation, and public awareness approaches are used in an integrated manner to reach out to key groups. The emphasis of this session was on presenting experiences and evidence about the use of Communication for Development strategies and methods as applied to global environmental issues.

Participants emphasized some of the key global environmental issues of climate change, management of biodiversity, and issues raised by growing water and energy demand and also by growing socioeconomic disparity, locally and globally.

The session began with a discussion between representatives of the UN Environment Programme (UNEP) and the German NGO GTZ. They considered how successful experiences to date have been in linking global issues with local perspectives. The UNEP representative shared the positive experience of brokering the Montreal protocol relating to the protection of the ozone layer. The experience of developing the convention through a consensus process, coupled with infor-

mation and awareness campaigns that targeted populations in both developing and industrial countries with relevant content, was put forward as a model.

The discussion also focused on how global environmental issues can be perceived as industrial country issues. Participants emphasized that traditionally that has been the case, but that there is a growing awareness and understanding that these are global issues and that some things can be achieved locally. Information and awareness were highlighted by the UNEP representative. He also concentrated on the need to look beyond the media in order for communication (interventions) to create processes and spaces that bring in business leaders, teachers, and others important in sustaining communication processes.

Other panelists shared experiences from South Asia, from Cameroon, and from Italian ministry programs on communication and climate change, such as the Caribbean Climate Change Center. This official center for the region acts as a clearinghouse, enabling information exchange within the region; providing expertise to facilitate community-level projects and training; and providing capacity-building and awareness-raising support with a focus on people in government and NGOs.

Comments included the following:

- "We need mechanisms in place so people can take fate in their own hands. We need to show a benefit for them and their own communities if they take steps against these large-scale, global, seemingly vague, problems."
- "Communication about the environment shouldn't be so difficult because people do care about the environment—it is important to give people a reason to care, to act."
- "Mainstreaming is very important. Communication professionals are losing and have lost the incentive and willingness to experiment. We plan years ahead. The key to success is experimentation."
- "We need to 'sell' the environment—companies sell products by linking to images of a good life; for example, energy companies, Coca-Cola. We need to learn from the private sector and sell positive images and concrete solutions. We need to infuse messages with entertainment."
- "We should worry less about our own organizations and more about the issues themselves."

KEY ISSUES

1. Development is an ongoing, multilevel process. Communication includes capacity building, networking, knowledge building, and knowledge management.
2. Communication plays a key role in environmental issues—to develop awareness and trust, to coordinate dialogue and information, to inform and empower, and to stimulate citizen action.
3. One challenge is to get the messages about global issues out there and another challenge is to sustain them. Stories can help engage people and make the link between global phenomena and issues and their own lives. The threat of skin cancer was one of these links made in relation to global warming and the industrial countries. It helped to galvanize people.
4. Too often we talk about success at the micro level and scaling up. However, it seems that the issue is really not about scaling up, but rather about working in a way that is appropriate to the scale from the beginning. Experience from the private sector here could be relevant.
5. Panelists reported the positive benefits of participatory processes. For example, children and other community members in the countries of Southeast Asia where community-based natural resource management was used had felt empowered presenting their recommendations for wetlands management to international decision makers.
6. Panelists were questioned about their organizations' commitment to participatory processes, internally as well as collaboratively. All shared positive experiences from their organizations but also acknowledged that more needs to be done for really effective partnerships.

See box 4.4 for a case study.

RECOMMENDATIONS

1. We need to move away from information toward more real communication (two-way dialogue). The global media play a necessary but not sufficient role in this move. It can help create an enabling environment, but we need to go beyond media

CASE STUDY

Box 4.4 Isang Bagsak

In Tagalog the expression "*isang bagsak*" means arriving at a consensus, an agreement. Because it refers to communication as a participatory process, it has become the working title for an initiative that began with support from the International Development Research Centre. Teams from Cambodia, Uganda, and Vietnam participated in the pilot phase for 15 months: Ratanakiri Natural Resources Management Research Action Project (Cambodia); the National Agricultural Research Organization (Uganda); and Hue University of Agriculture and Forestry (Vietnam).

The program seeks to increase the capacity of development practitioners and researchers active in the field of environmental and natural resources management to use participatory development communication to work more effectively with local communities and stakeholders. It pursues the objectives of improving practitioners' and researchers' capacities to communicate with local communities and other stakeholders and to enable them to plan communication strategies that support community development initiatives. It combines face-to-face activities with a distance-learning strategy and Web-based technology.

Through the distance component, it can answer the needs of researchers and practitioners who cannot easily leave work. It is currently implemented in Southeast Asia and Eastern and Southern Africa and is being planned for the African Sahel. In Southeast Asia, Isang Bagsak is implemented by the College of Development Communication at the University of the Philippines at Los Baños. It works in Cambodia, the Philippines, and Vietnam. In Southern and Eastern Africa, the program is implemented in Malawi, Uganda, and Zimbabwe by the Southern African Development Community's Centre of Communication for Development. Another program is being prepared for an agroforestry network in Burkina Faso, Mali, and Senegal; it will be led by the International Centre for Research in Agroforestry's Sahel Program.

Source: Presentation at the WCCD by session participant.

communication. We need to look at decision makers and build coalitions to enable change.

2. More professional communication is needed—no one Communication for Development skill or approach works on its own. A range of approaches drawing on expertise from journalism, participatory research, facilitation, public relations, technology, and more is needed. The only common strands are the need to be flexible; to adopt the approach, tools, and methods that are appropriate to a situation; and the need to be innovative.

3. We need to bridge the gap between global perspectives and tell a clear story that connects global and local experiences. This

means going beyond media communication to connect with the range of decision makers—from legislators to the private sector.

Mainstreaming Communication in Sustainable Development Policies: Local Perspectives and Priorities

This session brought together the participants and conclusions from the regional meetings held in the Sahel region, Southern and Eastern Africa, and the Middle East. The process included dialogues, meetings, e-fora, studies, and conferences, and participants emphasized their richness. The key to success in Communication for Development initiatives is to start with the participatory analysis of the needs of local institutions and stakeholders, taking into account local culture and values and promoting concerted action for development. Communication for Development can achieve relevant impacts and sustainability only if it is adequately inserted in national development policies and builds on existing experiences and capacities.

Over the years, several communication centers and systems have been established to deliver services and provide technical assistance in Communication for Development at national as well as regional levels. Economic sustainability, however, has often been the weak point of their activities.

A growing number of development initiatives have adopted the use of communication as a strategic aspect of development. New opportunities are emerging for mainstreaming Communication for Development into national policies for sustainable development, especially in agricultural and natural resource management. Nevertheless, the definition of adequate Communication for Development policies and programs should start by assessing needs, trends, and priorities at the field level and identifying lessons learned and good practices, as well as opportunities for collaboration.

Some examples of innovative and effective approaches shared in the session included the use of theatre in the development of research, in analysis, and in resolving critical issues in the community in Malawi. In another example, a group study approach that built a study circle concept was a means to develop more effective agricultural extension services.

KEY ISSUES

- Policy makers confuse communication policies and ICTs.
- There needs to be a more participatory approach to developing national communication policies. In many countries, policy makers lack understanding about what should be in them, how to develop them, and how to implement them.
- The regional workshops found that national communication policies are a strength but many countries have a corresponding weakness in that these policies were not implemented.
- There is a lack of institutional leadership on Communication for Development, for example, among UN agencies.
- The community and the field level is where impact happens: this level should be included in the communication processes about program design and implementation.

For a case study, see box 4.5.

RECOMMENDATIONS

The following recommendations were drawn from the regional process of consultation but agreed to in the workshop.

CASE STUDY

Box 4.5 Tanzania—The Involvement of Decision Makers

This example was given during the session:

> *The former president of Tanzania made a speech saying that although he was a former journalist, in all his years in tenure he had not managed to communicate policies. His message was that only then did he see that lack of communication was the missing link in development efforts. We would expect him as a journalist to be aware of this. But does any other leader really get it? They depend on non-professionals to do much of their communication—parliamentarians, etc. But they have no real formal communication training, and therefore there is no real communication of development policies across countries. How can we get this on the international agenda? How do we get the message out to policy makers?*

Source: Presentation at the WCCD by session participant.

1. *Communication and politics.* In essence, the presence or absence of free and easy communication (both vertical and horizontal) is a political act. Countries that foster dialogue, debate, and inclusion while encouraging free and open media are more likely to engage in participatory communication practices than more centrally controlled countries. The whole notion of transparency is in itself a communication function that depends on the willingness of those in power to share knowledge and information with those who are not. It is difficult to know which is the cart and which is the horse—can bottom-up participatory communication help foster a freer society, or must a society already be free for open expression to foster participatory communication?

2. *The need for policy.* The regional meetings have shown that those countries with policies to support Communication for Development are most likely to open the door to an expansion in practice. The presence of an enabling environment offers a hook for practitioners to demand the inclusion of communication at all levels of planning. While this may be self-evident, the need to fight for policy has not often been articulated clearly.

3. *The importance of fostering partnerships.* While the development of national policies to support Communication for Development is key, we recognize the differing degrees of effort and length of time each country might take to bring the issue to the table. Meanwhile, the need to foster partnerships between government agencies and other actors and among other actors is paramount.

4. *Capacity development for decision makers.* All regions report a lack of knowledge on the part of decision makers about the breadth and depth of Communication for Development. This often produces only a partial nod to communication, particularly if the communication effort involves the media or a form of public relations to enhance the government agenda. In the Near East region, for instance, participants at the regional workshop held in May 2006 felt that the lack of knowledge on the part of decision makers about the distinction between the communication functions (policy, knowledge transfer, and participation) greatly retarded the time and type of support required for implementing a participatory approach. It is clear that methods must be found to broaden decision makers' knowledge of the full communication repertoire. There may be scope to use well-

recognized approaches, such as the farmer field schools, as a familiar vehicle—though not strictly speaking a communication vehicle—to illustrate how the different communication functions contribute to the success.

5. *Capacity development for practitioners.* The corollary to the need for capacity building among decision makers is the more pressing need to develop a cadre of trained practitioners. Across all regions there is a lack of accredited training opportunities in Communication for Development. This calls for a concerted global and regional program to develop, at the very least, regional training programs. The efforts by organizations such as the Communication for Social Change Consortium to develop core reading materials and standard course templates need to be supported, and those materials should be translated, adapted, and distributed widely. Postgraduate studies in Communication for Development should also be supported.

6. *Sharing of stories and experiences.* The exchange of stories and experiences across regions and within regions provides impetus to decision makers, practitioners, and donors to get motivated in support of Communication for Development initiatives. The call for regional platforms deserves to be balanced with the need to make use of what is already available at the global level within the field and in each region, with complementary activities in related fields. For example, regional evaluation networks or farmer field school experiences could be integrated with Communication for Development platforms. The Congress sessions on sustainable development constituted one special moment for the development of regional partnerships. The findings of regional consultations and studies were further discussed during the two sessions of the Congress that reflected regional perspectives: "Mainstreaming Communication in Sustainable Development: Local Perspectives and Priorities" and "Sustaining the Process: Local Appropriations of Communication for Sustainable Development." Recommendations and conclusions from both the regional consultations prior to the WCCD and reflections during the two specific sessions were included in Quarry and Ramirez (2006).

Of particular interest for the future will be the sharing of successful mechanisms to create spaces for dialogue and change with policy

makers. Reaching these circles of decision making with convincing examples of the power of Communication for Development is the challenge for the future. While the message "without communication there is no development" rings true, without expertise in reaching policy circles there is no message.

Other recommendations from the same session included the following:

- National governments, specialized agencies, international organizations, and NGOs should enhance knowledge sharing and form a Communication for Development advisory consortium at national levels.
- National governments, specialized agencies, international organizations, and NGOs should identify institutional champions within the region. They would be responsible for carrying out a Communication for Development audit, fostering collaboration and partnerships, and being a national focal point for preparing pilot projects. Facilitate documentation of good practice should be facilitated and a database should be established at the national level for a community of practice.
- We need to build a strong evidence base of Communication for Development activities and successes. To this end, we should move toward a results framework so different stakeholders can gauge progress.
- Communication for Development should be integrated into major development plans and policies; for example, PRSPs should include communication.
- If Communication for Development is to help bring about food security and natural resource management, there needs to be a legal framework for rural radio stations.

Sustaining the Process: Local Appropriations of Communication for Sustainable Development

A second set of regional perspectives focused on those countries and regions where development policies have already included Communication for Development and where there is capability in applying it to sustainable development. The focus of this session was mainly

on the appropriation of Communication for Development as a process and new ways of advancing it as a cross-cutting development element.

KEY ISSUES

1. Communication for Development can relate to behavior change, social transformation, and building social capital:
   - Communication serves as a catalyst for pursuing a set of desired objectives.
   - Public interest is a useful concept but it needs to mean the interests of citizens, not government.
2. Start with the needs of the community:
   - Do we have enough evidence of the needs of the demand side rather than the supply side?
   - We need to look at integrated elements of health, education, and livelihoods, when talking to people about their needs and concerns. These may draw on different technical specialties, but the lives of ordinary people do not make such distinctions.
   - Communication for Development or communication with development—it is not a matter of experts saying what type of development people need, but of getting people (ordinary citizens) to define development.
   - We need to act as facilitators to ensure that local voices are heard.
3. There was some discussion of issues of trust. Confidence and trustworthiness is the basis of all communication. Indigenous communities, in particular, because of their experiences, may lack confidence and trust in the outside world.
4. Communication for Development as a professional discipline:
   - This label is of no relevance to the demand side (citizens)—it is useful only to define ourselves to policy makers.
   - There is a lack of knowledge about and understanding of development communication.
   - Practitioners should embrace Communication for Development as a vocation and not just a profession.
5. Capacity building and training for Communication for Development:

- There are not enough specialists in Communication for Development or knowledge of the field among those with other thematic and technical specialties. There is also a lack of understanding among the wider development community as to what Communication for Development is.
- How do we "infect" technical specialists with the Communication for Development "virus"?

6. Sustainability:
   - Partnerships are very important: coalitions and groups remain after projects and programs end.
   - We need to be able to make a business case for including Communication for Development. If the media can document in a convincing way for policy makers that its work makes a difference to the general public, then the media should be able to get funding for this work.
   - Communication for Development should be built into the budget of all initiatives.

Box 4.6 contains some case studies.

Key and Emerging Issues for the Sustainable Development Strand

Six key issues emerged from the sustainable development strand:

1. Variety is key: there are 89 definitions of sustainable development. The common theme is that today's development should not harm future generations.
2. Water, climate change, natural resource degradation, and migration were some of the major issues identified. Communication can build positive impacts for all into the migration experience. It can provide information for migrants, help migrants contribute to home and host country development, and facilitate funds transfers home with even greater benefit if costs for telecommunications and Internet fees were reduced.
3. Mind-sets matter: understanding and knowledge of Communication for Development are key but often missing. Typically experts in natural resources management are scientists who

CASE STUDIES

Box 4.6 Three Regions

Central America

The regional workshop on Communication for Development in Central America and Mexico, which was held in July 2006 in preparation for the Congress, concluded with agreements for a regional collaboration and platforms for the advancement of Communication for Development in the region. A Web site (http://www.comunicacion paraeldesarrollo.org/) has created a networking tool. The goal of this platform is to demonstrate how Communication for Development approaches contribute to improved livelihood outcomes in harmony with the environment. The specific objectives are (a) to develop and consolidate a platform as a meeting place for regional initiatives, organizations, and individuals involved with Communication for Development; (b) to develop capacities in terms of methodology, concepts, and techniques in order to enhance the effective delivery of Communication for Development projects; and (c) to influence public policy and national legal frameworks on organizations so as to integrate Communication for Development in different development sectors.

Southern and Eastern Asia

In Cambodia, where the government has embraced participatory extension on the basis of the success of the farmer field schools, additional participatory communication experiences such as Isang Bagsak will demonstrate the multiple dimensions of such approaches beyond agriculture, such as participatory evaluation.

Latin America

"*Sin comunicación no hay desarrollo*" (Without communication there is no development) is the motto at the top of the Latin America meeting report, and this phrase captures the main lesson learned. The development model that has prevailed in the region has created the conditions for a vertical, top-down way of thinking and implementing communication. The privatization thrust behind much of the development funding has left little room for the public domain of communication. The Latin America report calls for three strategic directions: (a) citizen engagement to monitor Communication for Development approaches, (b) international observations of methods and media for Communication for Development, and (c) the development of a mechanism for monitoring and exchange of participatory communication within the region beyond the Congress.

Source: Presentations at the WCCD by session participants.

often do not have a social development and participation mind-set or communication skills.

4. We need to think about being sustainable from the start and also that communication needs to be present from the start.

5. Communication for Development should not be about consultation but about genuine participation—this may mean structural or political changes. Ordinary people should have a say in governance issues, such as natural resource management of water.

6. The regional consultations on sustainable development for this Congress showed that those countries with policies that support Communication for Development are most likely to open the door to an expansion in practice. But having a national communication policy is not enough, because many countries reported challenges in implementation. All the regions recognized the need to foster partnerships among government agencies, donors, academia, international organizations, NGOs, and people.

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