



# 5

## Communication Labs

**T**his section reviews the workshops from the Communication Labs strand of the Congress, which addressed the cross-cutting nature of Communication for Development, looking at methodological issues such as impact evaluation and the adoption of participatory communication approaches, as well as the use of media (including community media) and ICTs in development initiatives. This section also includes ideas and recommendations from the two special events on communication and disabilities and indigenous peoples, which were also considered important issues in which communication plays a major role.

The six workshops in this strand were as follows:

1. News Media as a Pro-Development Tool
2. Fighting Poverty—Community Media and Communication for Development in the Digital Age
3. Implementing Communication for Development Thinking in Southern Realities—Negotiating Politics, Profit, and Poverty Toward Social Inclusion
4. Impact and Assessment—Innovative Ways to Determine Communication Effectiveness
5. The Rationale, the Value, and the Challenges for Adopting Participatory Communication in Development Programs
6. Which Kind of Development Communication Does Attract Media?

## *News Media as a Pro-Development Tool*

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Panelists had no doubts about the value added of the media covering development issues. The discussion revolved instead around (a) why this is so hard to achieve, (b) what civil society needs to understand to get the news media to cover development, and (c) who needs to take what roles in order for journalists to cover development stories effectively.

### **KEY MEDIA TRENDS**

1. The concentration of media ownership—In the United States, there has been an acceleration of ownership of all media into fewer private hands.
2. Segmentation—More and more different types of media are targeted at different audiences (for example, cooking and travel channels, the Internet, and satellite TV broadcasting).
3. The electronic media threaten the economic profitability of the traditional media. NBC recently fired several thousand employees in the United States.
4. There is ever-greater competition linked to time—always to be first. This means less and less context, especially in broadcast media.
5. In the developed world, 30–40 percent of young people are getting their news not from traditional media but from the Web and blogs.
6. We are witnessing the disappearance of the traditional Anglo-Saxon journalist. Newsgathering is more ideological than before. There used to be a clear boundary between activism and journalism, but now the line is increasingly blurred as there is less separation between news gathering and editorial roles.
7. New sources are emerging: civil society is providing a new type of expert. Civil society is more able to work with the media than are governments: they understand journalists' deadlines and their need for expertise and legitimate sources.
8. While the media sector used to lag behind when it came to adopting corporate social responsibility policies, this is now changing; good examples are the BBC and Time Warner.

## RESPONSIBILITIES NECESSARY TO ENSURE GOOD JOURNALISM

Journalists must

- Be aware of the limits imposed by their personal and academic background (they are usually middle-class, are not in contact with the majority of the population, and often do not understand the social and development agenda)
- Have professional and ethical commitment
- Value and use sources of information, not uncritically, but as a link to more contextualized coverage

Media companies must

- Ensure that journalists' working conditions are decent
- Support and acknowledge journalists who cover social and development issues
- Stimulate and support investigative journalism
- Provide capacity-building opportunities
- Ensure that corporate social responsibility policies also apply to news media departments

Others play a part in ensuring good journalism:

- Journalistic bodies and universities
- Sources of information (governmental, civil society, companies, international agencies, and so on) that have a responsibility to be transparent and professional
- Media accountability systems, which can monitor editorial content, take a critical overview of coverage, and watch for media structural problems
- Citizens, who can take a critical approach to editorial content and interact with news outlets

Media monitoring is important. See box 5.1 for a case study.

### RECOMMENDATION

To be effective, media monitoring and journalism training need to be part of a long-term, comprehensive strategy.

## CASE STUDY

### Box 5.1 Conversation Spaces

The *Fundación para un Nuevo Periodismo Iberoamericano* (Foundation for a New Iberian-American Journalism, FNPI) suggested that there are ways to train journalists and to get editors to connect better with the complexity of development issues so they can report such issues more effectively and thereby help promote development. Socially responsible companies, NGOs, and multilaterals can sponsor better journalism. The FNPI was set up in 1995 to provide a “conversation space” for journalists to reflect on their stories. It provides training and skills development in reporting and connects journalists across borders. An independent evaluation of the Foundation’s work shows that, with training, journalists produce more and better stories on social issues. They need to be introduced to and helped with this work. They need to see how their stories can contribute socially. “You cannot love what you do not know,” says Maria Tereza Ronderos of FNPI.

### *Fighting Poverty: Community Media and Communication for Development in the Digital Age*

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*“We believe that communication is the fuel of everything. If we start development without fuel, it will light dimly; if we put more fuel it will light more brightly and give more power.”*

—RAGHU MAINALI, NEPAL

This session was broadcast live on Bush Radio in Cape Town, South Africa. Structured like an interview, it aimed to address four questions:

- What is the added value of community media to Communication for Development methodology in fighting poverty?
- What is the human development impact of community media, specifically for poor women?
- How do community media contribute to good governance in fighting poverty?
- What are the challenges of scaling up community media centers from the government’s and the stakeholders’ perspectives?

The session was underpinned by two principles:

1. Access to the means that allow people to voice their views and communication is central to a people-centered approach to development, both for its intrinsic human importance and for its roles in shared culture, access to knowledge and education, civic participation in decision making, assurance of good governance through accountability, and provision of other tools that help achieve development goals. This has been acknowledged repeatedly in major international reports such as the World Development Report, the Human Development Report, the Final Report of the United Nations Millennium Project, and the Commission for Africa Report.
2. Community media has a vital role to play in providing access to voice and communication for poor and marginalized groups, which frequently are excluded from mainstream media. It has had a central impact on development and is increasingly relevant in the context of new information and communication technologies and the trend toward more liberalized communication environments. The impact and value of community media have been demonstrated repeatedly over many years, most recently in its central, critical role in Nepal in the recent peaceful transition to a new democracy.

## KEY ISSUES

- Community radio takes time. It is not a short-term investment and requires commitment over a long period to make a difference.
- Opening up media legislation creates new opportunities as well as new threats. Free media can be used to create division and misinformation; however, this cannot be used as an argument against free media. Free media need to be a condition first; then we need to ensure responsible use of those media.
- Ownership is important for sustainability and participation. People empower themselves through ownership, and there is a strong relationship between participation and ownership.
- We do not know how many community radio stations continue to grow and how they sustain themselves. It is not so much about money but about social inputs. Community radio stations

are often maintained by community groups with some help from NGOs.

- Governments need to support community radio stations: their constituents are the poor and they have no money to sustain themselves.
- We need indicators to prove the impact of community media, in order to make sure that policy makers consider community radio important.
- We need to enlarge the stakeholder base to include agricultural and health scientists and academicians.
- Community radio stations are often seen as few, small, and poor, and we need to see ourselves as something different to change that perception.
- Community radio is used for reducing crime, finding missing children, and eradicating poverty. We need to convince policy makers and “sell” them on the idea of community radio stations by saying that community radios can help them save billions in health care, poverty alleviation, and crime prevention costs.
- The legal and regulatory environment must be addressed. An example of the importance of this environment: in Ethiopia an SMS service was shut down because community radio stations were using it to transmit election results.

Box 5.2 is a case study.

## RECOMMENDATIONS

- National development plans should promote an enabling legal and regulatory environment for a plurality of independent media, including specific provision for the development of community media. Public funding should be provided by governments to community media through independent financing mechanisms.
- Development institutions and organizations should provide assistance to build the capacity of community media through training, strengthening of networks and sector associations, technical assistance, and investment. Support for community media should be provided on the basis of strategic long-term commitments, recognizing that impact must be measured not only in short-term results but also in community media’s contribution to long-term social change.

## CASE STUDY

### Box 5.2 Nepal—Community Radio

In February 2005, the King of Nepal sacked the interim government and ordered the country's telephone and Internet communications to shut down. Newspapers and radio stations were shut down and a ban imposed on all news reporting. The process involved 50 radio stations, which reached 65 percent of the population.

A network of community radio stations used innovative ways to continue to report; for example, the government told them to play only music so they started to sing the news. Later the stations defied the laws and informed people of their rights and the duties of government. They started to defy government openly by hosting talk shows and made the music that they aired very message based. People from the villages were encouraged to compose songs and music to be broadcast. Civil society leaders using radio motivated the movement of peaceful protest. Community radio played an important role in ensuring that the protest was peaceful, sending messages about the dangers of violence every half hour, saying "conflict is not a way to get freedom and peace." New technology had an important role in this process because some of the community radio stations were linked in a network, which allowed for better coordination of activities.

The result: 4 million people conducted a peaceful protest in the streets calling for a resolution to the political crisis. As a consequence of the role that community radio played, the Nepali government is now very supportive of community radio. It has given licenses to 30 community radio stations over a period of two months and now encourages media diversity by ensuring that there is no financial or ideological monopoly of media companies. It took 10 years to transform Nepal into a democratic society, and community radio played a large part in this transformation.

*Source:* Presentation at the WCCD by Raghu Mainaly, Founding President, Community Radio Association of Nepal.

## *Implementing Communication for Development Thinking in Southern Realities: Negotiating Politics, Profit, and Poverty toward Social Inclusion*

Development practitioners agree that there is a need for people's voices to be heard and for participation to form an integral part of development. Disadvantaged communities have opinions and demands that need to be heard; what is often lacking is an opportunity to voice these opinions and demands. The process of providing socially inclusive communication policies is very complex. Power relations need to be negotiated and success depends on numerous

factors, such as the commitment of government and the private sector and the involvement of local communities. ICTs also bring a cast of new actors such as software and hardware providers, and national and international telecommunication providers. It is also crucial that CSOs be part of the negotiating process between all stakeholders. Simplistic “digital divide” analyses are no longer adequate to understand the communication gaps of a particular situation. Furthermore, implementing government commitment to “communications for all” requires support and dedication from all relevant actors, particularly from the political and business sectors (Panos 2006).

The session looked at the examples of Mission 2007 and EASSY (box 5.3) to see how each dealt with the challenges of negotiating politics, profit, and poverty to ensure access to ICTs. These projects aim to empower millions of people by providing affordable connectivity (and eventually content and increased information flows). Their successful implementation depends on numerous factors: governance, ownership access, commitment from government and the private sector, financing arrangements, different business models, and the creation of innovation technologies.

## CASE STUDIES

### Box 5.3 India and East Africa

#### India: Mission 2007

Mission 2007 was born out of the dream of an independent rural India where ICTs bring knowledge, livelihood, and prosperity. The idea was to not throw information at rural people but to make them the stakeholders in this process of generating and preserving knowledge. Mission 2007 plans to connect 637,000 villages, using both national and international support. The alliance formed to achieve this goal includes the Indian Institutes of Technology; the Ministries of Information and Broadcasting, Information and Technology, and Science and Technology; and elected village bodies. Mission 2007 aims to provide knowledge centers to all villages in India by 2007. It proposes three types of communication:

- Lab to lab (expert to expert)
- Land to lab (laymen to experts)
- Land to land (communication between farmers)

It recognizes the importance of partnerships: commitments from officials high in government are important. But it is also crucial to be able to motivate local people:



## CASE STUDIES

if they are ready to talk, they need to be put in touch with people who have the resources they need. A holistic approach is important. Skills building and job creation should be integrated into the process; for example, by giving people microcredit to get cell phones to start a business. The emphasis is on people, not only on the technology. Mission 2007 is an example of a successful NGO. Using external assistance from the outset, it has convinced stakeholders ranging from village councils, to government institutes, to the private sector to participate.

Mission 2007 outlines three things that are necessary for ICTs to play their role in promoting development:

1. A platform to be able to convene a multistakeholder process
2. A champion to lead a multistakeholder process
3. A broker to negotiate between parties. Brokers identify partners, their resources, and their capacities, and they identify the roles and responsibilities of each partner (Panos 2006)

### **The East African Submarine Cable System (EASSY)**

The aim of the EASSY project is to provide fair and equitable access to communication infrastructure in Africa by providing the East Africa Submarine Cable system to serve East Africa and landlocked countries. Investment in infrastructure in Africa is low: of all the money spent on communication infrastructure in the world, only 3 percent is spent on Africa. A multitude of stakeholders are involved in the project: national and regional governments, civil society, and regulatory bodies. At first it was a private initiative, then NEPAD (New Partnership for Africa) got involved, then Telkom South Africa became interested. However, Telkom South Africa has a monopoly on existing communication infrastructure in Africa and threatened to move out when it became clear that the company's private sector interests were being jeopardized. Within NEPAD, Kenya and South Africa were also in conflict over issues. Managing expectations and communication between stakeholders was a challenge. There was no communication facilitator; therefore, powers and roles were fluid and nobody was accountable.

Issues that needed to be negotiated were ownership, branding, rules governing the selling of cable capacity, size of partnership investments, return on investment, and access to bandwidth provided for an investment. These challenges have caused delays: the project was scheduled to be completed by October 2007; now it is aiming for October 2008. The cost has risen from US\$200 million to US\$300 million. The problem is the lack of a framework that deals with public sector interest in projects driven by the private sector. In response to these challenges, the project has since encouraged a more inclusive process and now has a facilitator who brings together all stakeholders and manages the process.

*Source:* Presentation at the WCCD by session participants.

## KEY ISSUES

- The key to building accessible ICT infrastructure is to be able to negotiate politics, poverty, and profit. Defined frameworks for government and private partnerships are necessary, as are rules, laws, and a policy framework that will protect the public interest.
- The role of the public sector in private sector initiatives should be clarified. Public interest projects should be recognized as such and have transparency and accountability built into them.
- Commitment from officials high in government is important.
- Access to affordable infrastructure is important because it enhances communication and makes it more effective. It also makes connectivity more affordable: in Europe 3 percent of disposable income is spent on communication; in Africa, 15 percent. This takes money away from other necessities such as education, food, and health.
- The Internet should not be considered irrelevant or a luxury: it allows access to radio and telephone, which are essential for giving people a voice. It is shortsighted to not view the Internet as essential. For example, with access to ICTs and knowledge, women can become more empowered.
- ICTs provide knowledge connectivity: knowledge deficit is a major reason for the urban-rural divide. Without knowledge there is no development. Investments in ICTs are, therefore, for knowledge connectivity and not just infrastructure.
- ICTs have the ability to overcome local diversity issues (which could potentially create a challenge) and can even bring people together through knowledge sharing.

## RECOMMENDATIONS

- Government, in conjunction with the private sector, should ensure access to affordable communications infrastructure, which will enhance community participation in development initiatives.
- Multistakeholder participation is required in all development initiatives.
- Successful development initiatives require the participation of all stakeholders in their design, decision making, governance, and implementation processes.

## *Impact and Assessment: Innovative Ways to Determine Communication Effectiveness*

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The purpose of this session was to present different evaluation methodologies and to argue that the Communication for Development community should not spend time and energy disagreeing about whether one methodology is better than another. Many methodologies are valid, useful, and appropriate for different purposes and types of communication projects.

In Egypt, for example, national demographic indicators have been tracked against national multimedia family planning information campaigns for 25 years. At this level, dramatic changes in demographic indicators (population growth, attitudes, and behavior) matched systematic communication campaigns by the Information and Education Centre, campaigns that were based on research and monitoring of demographic trends.

In Nigeria, propensity score matching is used. A September 2005 household survey used multistage random sampling of 15- to 25-year-old married and single men and women to measure the rate of exposure of the population to an information campaign and the impact of the campaign on the use of modern contraceptive methods and improved ideation (beliefs about family planning). Propensity score matching is a statistical tool that can be used to refine estimation of the effects of communication interventions in situations where it is not possible to carry out the usual controls, such as pre- and post-intervention surveys, control groups, or randomized sampling. In Nigeria this involved assessing the likelihood that individuals would be exposed to a campaign. Then, when a survey was carried out to assess the incidence of the desired change (in this case, use of modern family planning and changed attitudes toward it), the results were analyzed in the light of the likelihood or “propensity” of respondents to have been exposed to the campaign. A campaign is deemed to have been effective when it has influenced the behavior of those who were not previously predisposed to the change in question.

The *Soul City* series has used evaluations. Since 1992 there have been nine independent evaluations of *Soul City*. Although they were complying with international best practice, the organizers felt that much of the impact on communities had not been told. So recently they started to record stories of change in communities brought about by *Soul City*. Part of a film was shown about

an informal settlement, mainly of garbage sorters, who named their settlement “Soul City” to signal their aspirations for making the best of or bettering their lives.

Cost-effectiveness analysis is one of several different types of economic analysis that aim to compare the cost of each behavior change achieved, or the value of the health gains achieved, against the costs of a campaign. It can be useful for health communication planners to know how to invest funds best, how different interventions compare on cost-effectiveness, or how advocacy can achieve a particular type of intervention. Few such studies have been carried out in developing countries. There is a clear need for more such studies to be carried out, using known methodologies but with some standardization of approaches.

One such study was done of the 2001–03 “Smiling Sun” multi-media campaign in Bangladesh, a program to encourage the use of NGO clinics for family health. The research aimed to establish the cost-effectiveness of national full-coverage media campaigns. It found that exposure to the program produced change in a very cost-effective way—costing US\$0.36 for each additional measles vaccination achieved.

## KEY ISSUES

- How do we identify the impact of one intervention among several others that may have happened at the same time? One solution being tried in South Africa is for several organizations to collaborate to evaluate the impact of several interventions together.
- Should resources and effort be put into building the capacity of communities to carry out evaluation processes themselves? They probably have other priorities. However, it is useful to build the capacity of program implementers to the point where they are able to commission an evaluation and identify what questions should be asked.
- It is often said that there is insufficient evidence that Communication for Development works. Yet there is plenty of evidence that well-planned health communication interventions work. Several methodologies are available and being used to assess the impact and cost-effectiveness of communication interventions. Some methodologies meet the needs of economists,

some produce other kinds of quantitative evidence, and some produce qualitative evidence, which can be useful for assessing the achievement of objectives that are widely desired but hard to quantify, such as empowerment.

## RECOMMENDATIONS

- Research and data gathering on demographic trends can be used to develop effective communication campaigns on family planning and similar issues.
- Communication campaigns influence the behavior of target populations that are not already likely to change, not merely those who are predisposed to change without the campaign, as is sometimes averred. Propensity score matching can be used to identify the impacts on those less predisposed to the desired change.
- Cost-effectiveness analysis can be used where a quantifiable outcome is achieved such as a change in specific behavior. There is a need for more cost-effectiveness studies using known methodologies but with some standardization of approaches.

### *The Rationale, Value, and Challenges for Adopting Participatory Communication in Development Programs*

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The session began with a discussion, “What Is Participatory Communication?” The following definitions emerged:

- Gives a voice to the voiceless
- Participation of the intended audience
- Starting with people for whom development is intended
- Challenging and transforming power
- Patience is required
- Not imposed
- “Users do it”
- Local, national, and global conversation
- It comes from within rather than without
- Sharing understanding.

Participants identified some of the challenges of participatory communication:

- Participation is often a lengthy and complicated process.
- It means dealing with division in the community: some parts of the community do not want to give voice to other parts of the community.
- Funding conditions are not conducive to participatory approaches. There is no room for participatory research in order to develop a project outline with the community.

Box 5.4 provides a case study.

## CASE STUDIES

### Box 5.4 Senegal and the Amazon

#### Tostan

Tostan is an international NGO based in Senegal, working on female genital cutting (FGC). Since 1997, 1,748 communities in the country have abandoned FGC. They make up 33 percent of the 5,000 communities that practiced FGC in 1997. Within the same period there have also been 20 public declarations against FGC, where the community comes together—men, women, traditional FGC practitioners, leaders, and others—and publicly denounces the practice by throwing away the tools. The Tostan approach has been so successful that the World Health Organization and UNICEF have both named it as a model program for other nations that seek to end the practice of FGC, and they have encouraged the organization to expand broadly across Africa.

Tostan's emphasis is on nondirective participatory communication that aims to empower the community. The project involves a long period of educating agents of change before they go out into the community to discuss human rights and issues affecting the community. The teaching of agents or facilitators is learner centered, using both modern and traditional communication techniques. In order to make a shift in social convention, Tostan uses a dialogue approach. FGC is tackled as a human rights issue rather than a health issue. Collective change is emphasized as opposed to individual change. This approach also helps ensure that the changes in social convention are lasting—people who want to practice FGC are denounced.

Tostan relies on the diffusion model of adopting new innovations. Villages that have made the changes and rejected FGC take it forward to other villages. It is in their interest, because they need to ensure that intermarriage can occur with neighboring villagers.

*Source:* Presentation at the WCCD by Molly Melching, Executive Director of Tostan.

## CASE STUDIES

### Projeto Saúde e Alegria (Health and Happiness Project)

Saúde e Alegria works with indigenous people in the Amazon who are socially excluded. It has a circus on a boat that brings health care and health messages to the people in an entertaining, participatory, and positive manner. The idea is to give information in a way that brings hope and happiness (hence the name of the organization). The project has set up a community press, community radio, community TV, and solar-powered telecenters. There is even a Wi-Fi zone.

The introduction of soya bean agriculture in the Amazon led farmers to destroy huge areas of forest to make space for plantations. Brazil is the fifth biggest contributor to carbon emissions in the atmosphere because of the fires used to clear agricultural land in the Amazon. New roads and a port were built into the Amazon for transporting products. No environmental impact assessments were done. The new developments brought violence and unemployment and caused the migration of indigenous rural people to urban areas where they live unemployed. Ninety-five percent of the soya beans in Europe come from the Amazon. McDonald's was one of the biggest buyers.

Together with NGOs and civil society movements, the communities started a campaign against soya production in the Amazon. They partnered with Greenpeace and mobilized the media and prominent people to help give wider coverage. The campaign involved community radio stations, the Internet, a network of 600 social movements linked through the Internet, and the creation of blogs by social movements.

*Source:* Presentation at the WCCD by Caetano Scannavino, Director of Projeto Saúde e Alegria.

### KEY ISSUES

- Any development process must come from the bottom up, respecting local people.
- Social movements should make use of the media to help their issues gain wider support.
- Participatory communication is a practice that can and must reach beyond the local level to become national and global.
- Mass communication can model behavior to reinforce activities that are happening at the community level.
- There is a need to standardize principles for participatory communication that can be adopted in the context of each country.
- Joy and happiness should be emphasized more in participatory development. It is about bringing positive messages to people. If messages are positive, people get excited and want to become part of the process.

- Participatory development—which requires sharing and listening—should be viewed more from an ethical and spiritual point of view.

## RECOMMENDATIONS

1. Project time frames must be longer than the standard one to three years. They must allow for meaningful participatory processes suitable for attaining sustainable change in relation to funding and evaluation requirements.
2. Academic institutions, donors, governments, and NGOs should form partnerships to leverage one another's strengths. Academic institutions can offer meaningful evaluation services, whereas donors and NGOs want quick assessments and results.

## *Which Kind of Development Communication Does Attract Media?*

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*“We have a free press in India but it fails the poor. Journalism is moving toward celebrity journalism, the issues are getting lost, we have shut out the masses, and the stories of the masses are not coming through: Madonna makes news in India but not women who have no water.”*

—SESSION PARTICIPANT

*“We need to go back to the question of capacity building for journalists and correspondents, and media literacy for the public, so the public knows how to hold the media to account.”*

—SESSION PARTICIPANT

The presentations and contributions made by the journalists at this session reflected the different types of audiences their work addresses. Several contributors involved in donor-funded work to build journalism capacity articulated dilemmas about the relationship between development agencies and media. Journalists face dilemmas over whether to exercise self-censorship in the face of development agencies—for instance, on whether to hold back



from being critical when covering what editors or donors view as positive stories.

A presentation on the work of AlertNet, an international humanitarian news network set up by the Reuters Foundation, explained how the agency seeks to address the barriers and needs identified by journalists seeking to cover crisis situations. These were identified in the Fritz report produced by the Columbia School of Journalism. The most significant barriers identified by journalists were

- The cost of sending reporters to the scene and logistics
- The lack of a timely response from groups at the scene
- Inadequate supporting material on aid agency Web sites.

Four needs were identified:

- Basic primers on a crisis—crib sheets, whether on Nagorno Karabakh or Colombia
- Directories of which groups are operating in which areas
- A weekly newsletter that would inform journalists about breaking stories and give new angles
- Independently financed trips to those places.

See box 5.5 for a case study.

## RECOMMENDATIONS

There were no specific recommendations from this session.

### CASE STUDY

#### Box 5.5 Kenya—InterNews

*“In Kenya NGOs weren’t accessible to journalists, they would use language like ‘capacity building,’ they had no concept of what a news angle is—they didn’t know that the opening of an office is not news. They had no personal relationships with journalists. InterNews used journalists to train NGOs, and the NGOs trained the journalists on HIV/AIDS. Now NGOs provide packaged information in a good form, and the journalists make a nice radio program on AIDS.”*

—PARTICIPANT FROM INTERNEWS

## *Communication for Development and ICTs: Where Do They Meet?*

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It is useful to take stock of both real and perceived differences between a development-centered ICT approach and the broader agenda and principles of Communication for Development, and to explore their distinct foci and potential synergies. We are now seeing a shift away from the more stand-alone variety of ICT projects toward a consideration of the broader context, in which information and communication are an integral part of all our lives, and also toward practices that incorporate the identified needs and strategies of communities. New ICTs are still part of the equation, but they are no longer the novelty they once were. Under what conditions can projects using ICT actually deliver, and what can we learn from the experience of Communication for Development?

- Experience with Communication for Development has demonstrated the importance of participation. But participation in ICT projects is sometimes complicated or inhibited by a variety of factors. For example, participation in the design, implementation, operation, and evaluation of ICT projects requires specialized knowledge that is often not locally available, and techniques developed to facilitate participation in low-tech communication processes do not necessarily work in virtual environments.
- The first decade of ICT for development was marked by pilot project after pilot project. Rapidly changing technologies cry out for pilot projects to test new capabilities, but real development requires attention to mainstreaming and sustainability.
- ICT projects have been accompanied by a wave of liberalization and privatization and an accompanying massive growth of the sector. But the inadequacies of a purely private sector model are becoming obvious. The development of ICTs by the private sector fails in bridging the gap between rich and poor. The poor, who are marginalized—and in some cases physically isolated—remain disconnected from the rest of society and what development opportunities there may be.

## RECOMMENDATIONS

Recommendations fall in two categories: enabling policies, and ensuring effective use and impact at the grassroots level.

### Enabling policies

- To the extent that ICT provides participatory and potentially more cost-effective tools, the policy makers and practitioners in Communication for Development need to renew their emphasis on policies to achieve universal service and universal access to ICT.
- ICT and development policies should not be technology-driven or top-down, but they should draw on principles and techniques of Communication for Development (for example, participation in all phases—including research, planning, design, and evaluation) and on multistakeholder participation to ensure responsiveness to needs.
- Policies and regulatory frameworks should facilitate and encourage innovative ways of financing and initiating ICT projects, such as community-owned or -driven networks, using a variety of possible technologies to ensure that they are accessible and usable by remote and marginalized communities.

### Ensuring effective use and impact at the grassroots level

- ICT and development policies and projects must stress that the potential of ICTs is not realized through access to ICT or to ICT-enabled services alone, but through people's ability to use the technologies and services effectively to address their needs and to allow them to dialogue, to be heard, to learn, to participate in community life and democratic processes, and ultimately to improve their livelihoods.
- Policy makers and donors need to be more focused on encouraging learning rather than on reporting, moving to scale, and perpetually piloting. ICTs are now mainstream and their role in development must reflect this position.
- Intensive capacity development is vital to ensure that users can fully sustain and integrate ICTs in their daily lives. This must include a focus on addressing gender and other forms of social discrimination and may require institutional reengineering.

## *Communication and Disabilities*

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Some 650 million people, 80 percent of whom are living in developing countries, are disproportionately trapped in the poverty-disability cycle. If disabled people are not included in the development agenda, the Millennium Development Goals cannot be achieved. Articles 8, 9, and 21 of the International Convention on the Rights of Persons with Disabilities (UN General Assembly 2006) make specific reference to the use of communication as a tool for achieving results. Communication for Development has a key role to play through the inclusion of disabled people in the participatory approach to development. Disability is a cross-cutting issue in all development sectors, and disabled people should be included and portrayed in all communication efforts. For example, the participatory approach facilitated by Communication for Development in the PRSP process has achieved the inclusion of disability issues in a growing number of PRSPs.

### **KEY CHALLENGES**

- Representation of people with disabilities. People with disabilities should be included in all media across all issues without being stereotyped. They should be spokespersons on disability but also on other social, cultural, and economic issues.
- Access to information and media. How do we design strategies and appropriate technologies to communicate with people with disabilities? What alternative formats are required to ensure digital inclusion?
- Integration of people with disabilities as decision makers and creators of media and communication (not just subjects of communication) is important. Recruitment, training, and promotion policies need to include people with disabilities. Disability issues should be integrated in academic, media, and communication courses.

### **RECOMMENDATION**

Include and portray disabled people among beneficiaries of development in all Communication for Development programs, activities, and products.

## *Indigenous Peoples*

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In this very powerful, special session, speakers from the floor and on the panel contributed in equal parts. There was widespread recognition that communication is not just value added but intrinsic to the survival and development of indigenous peoples. It was also agreed that it is essential that indigenous communities establish and own their communication systems and determine their own way forward. Several participants stressed the right to manage their own communication systems in their own languages and cultures, and the right to participate in research, monitoring, and reporting on the media. The discussion also covered how globalization and climate change are damaging traditional, successful forms of communication used by indigenous peoples. Below are some of the contributions:

*“We need air, we need mountains, we need communication. We are among the poorest of the poor, mainly because of lack of communication, and information. [Without communication] we don’t learn about changes, we don’t learn about HIV/AIDS, information doesn’t get to us.”*

—IGNACIO PROFIL, ONPIA, ARGENTINA

*“Consultation has to be ongoing, meaningful, and sustainable; too many projects are project-driven and have an end date. Communication tools have to be put in the hands of the people, and they have to have the freedom to make mistakes. It is important to look for consultants who come from indigenous communities.”*

—BRIAN WALMARK, HKO RESEARCH INSTITUTE, CANADA

*“We are very strong inside but we are weak from the point of view of dialogue. This weakness is due to the fact that media is not available for indigenous people but for small groups. We want to articulate [our rights to] our territory, and this is against the interests of the groups of power, but when we use technology we can put forward our issues, struggle for our rights to our territory, and the dignity of the indigenous peoples of Bolivia, because they were not even considered by the constitution of our country.”*

—ELIANA RIOJA, CIDOB, BOLIVIA

*“He who is well informed has power, that’s why governments like to hijack information. We need to project our plight, assert ourselves, fight for our rights, project our culture and traditional knowledge, and have control, and [we need to] exchange information for development, for instance, about HIV/AIDS. I would like UN stakeholders to take steps to ensure that we have access to communications tools: radio, newspapers, TV, Internet, among ourselves and to others for development.”*

—IBRAHIM NJOBDI, CAMEROON

*“[Communication is] absolutely essential to our self-determined development . . . because indigenous peoples have been marginalized to the point of extinction. Public spaces and networks that we have opened up, for instance through the UN, have allowed us to pursue our rights. There are huge opportunities for indigenous people if the digital divide can be overcome.”*

—VICTORIA TAULI-CORPUZ

*“Communication offers huge hope for change, for solutions to problems: we don’t want to [keep saying that] we are poor, that we are marginalized, we want to seek solutions for our own problems. Communication has always existed, from our ancestors, in the graffiti on our walls, we are able to communicate with our brothers, but up to now we haven’t found a way to eradicate poverty, to stamp out poverty.”*

—MARIA SARAVIA, FEDERATION OF INDIGENOUS PEOPLES OF BOLIVIA

See also the case study in box 5.6.

## RECOMMENDATION

The right of indigenous peoples to communication for self-determined development should be guaranteed. While the right to communication belongs to all human beings, this right must be guaranteed in particular to indigenous peoples in view of their invisibility in and marginalization from development processes and their significant contributions to the diversity of humankind. It is essential to promote policies, mechanisms, and initiatives that guarantee and enhance the realization of the right to communication of indigenous peoples.

## CASE STUDY

### Box 5.6 Voices in Nagaland

In Nagaland there is a serious lack of access to communication. Radio and TV are controlled by government agencies; there is no press freedom. There have been decades of conflict, and it is a very underdeveloped region. We have problems with HIV/AIDS, rampant corruption, restrictions on international agencies getting into the region, and constitutional barriers to change. Our strength is that we have our traditional forms of communication: oral history, traditional songs, arts, and dances that celebrate our history and tradition.

Peace is essential to development, but the development people have tended not to focus on this. The voices of the Naga mothers' association, which is the apex body of tribal women's organizations in Nagaland, have been key to creating a semblance of peace in the region. The women communicated with different factions and then with policy makers and urged them to form a base to open up Nagaland. This led to the 1997 cease-fire. They weren't directly involved in the talks, but their voices were heard. This was particularly significant given that Nagaland is a very patriarchal society, women do not have property, land, or inheritance rights, and yet despite these confines they have been very effective.

Naga young people are being supported to work as journalists within mainstream print outlets. They are the main channels for communication—they are journalists but they also link us, they pass on the news and information we want to give the communities—for instance, on health, agriculture, HIV, and AIDS. It's quite different when this information is being written in our local dialects, by our own people—it's no longer simply seen as a lecture from the government: the indigenous people themselves are doing the reporting.

*Source:* Presentation at the WCCD by Rosemary Dzuwichu.

The UN Declaration on the Rights of Indigenous Peoples and the Programme of the Second International Decade of the World's Indigenous Peoples (2005–15) will be part of the foundation for a proactive dialogue and action in the field of Communication for Development:

1. To promote the right to communication of indigenous peoples as an essential component of self-determined development, based on the principles of respect, equality, and nondiscrimination, especially in places such as Africa, where this right has been denied
2. To promote Communication for Development approaches and practices from indigenous peoples' perspectives, strengthen the

- capacities controlling and managing communication processes, and ensure participation of indigenous women
3. To disseminate widely and implement effectively the UN Declaration on the Right of Indigenous Peoples and the Program of the Second International Decade of the World's Indigenous Peoples (2005–15) and to use them as the framework for a rights-based approach for indigenous peoples' self-determined development
  4. To mainstream Communication for Development into the agenda of the Second International Decade of the World's Indigenous Peoples, as well as into national communication and development policies
  5. To establish normative and regulatory frameworks and policies and provide adequate resources, to realize the right to communication of indigenous peoples for their own development

## **BENCHMARKS**

1. By 2008 mechanisms for participation, consultation, collaboration, and sharing of experiences between indigenous peoples in Communication for Development shall be established in at least two regions.
2. By 2008 monitoring and evaluation mechanisms and related reports, managed by indigenous peoples' organizations in collaboration with the UN Permanent Forum on Indigenous Issues, shall be established in at least 10 countries.





# Overall Recommendations

## *Recommendations from the Health Strand*

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These recommendations came from the workshops, the special events, and the health plenary.

### **GENERAL RECOMMENDATIONS**

1. There is 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 driven more and more by top-down global indicators of success and uniform measures of development.
2. Communication should be embedded in development planning, implementation, and monitoring of impact, not used only to consult people. It should be included in health program design, and the contribution of the communication component should be explicitly evaluated and the lessons learned applied in future programming.
3. Measurement of the achievement and impact of communication activities, through key indicators and a data collection system, needs to be integrated within health strategies. Research is needed to understand the role and impact of particular media or communication strategies for particular goals, in particular locations.
4. There is a need for consistent engagement on an issue over an extended period of time to see sustained changes in behavior.

5. There is a need for professional communication capacity, particularly for developing country practitioners, since at the moment there is too much reliance on international experts.
6. There needs to be training and capacity building, both to give those affected the confidence to speak and to get policy makers to listen to them.
7. Program results are better when they build on culturally appropriate values and communication methods. Health communication projects should do an initial analysis of gender and family roles and how these roles influence health norms and practices.
8. Effective development communication often requires first looking at our own organization—we need to get our own house in order.
9. We need to rethink what we consider evidence for Communication for Development to ensure that the process is valued as much as outputs, and that the process is seen as an output in itself.
10. Although mass media can reinforce many positive behaviors and practices, more targeted messaging provided by trusted health workers or community influencers has greater impact—especially with marginalized populations.
11. Communication jargon should be avoided. Communication professionals should talk in language that both policy makers and laypeople can understand.

## **SPECIFIC RECOMMENDATIONS ON HEALTH COMMUNICATION**

12. Communication professionals need to work much more on harm reduction and on intravenous drug consumers. More work needs to be done on concurrent sexual partnerships, which multiply the risk of HIV transmission.
13. There needs to be more education about anal intercourse as a risky practice—and not just as an issue for gay men, because it also occurs in the context of avoiding pregnancy and “preserving” virginity, with young women often forced into it by male partners.
14. There is a need for clear communication about compensation with regard to birds destroyed to prevent avian influenza. Rates vary from minimal to about half of market rates, but communication on this issue is likely to have big effects on the willingness of many farmers and rearers, commercial and small-scale alike, to take effective measures.

15. In the case of epidemics or disease outbreaks, communication experts should be part of any outbreak investigation and response team. Advocacy, social mobilization, and inter-personal communication are all necessary for an effective disease control communication strategy.
16. 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.
17. For donors and policy makers, it is important to factor in the communication needs of immunization and disease control programs.

### *Recommendations from the Governance Strand*

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1. There should be a legal framework to allow for and protect free media and CSOs. By improving the rule of law in general, media freedom laws and freedom of information acts cannot be overridden—ostensibly for reasons of national security and the like—so easily.
2. Communication should be incorporated into infrastructure projects from the start, ensuring a diversity of voices, not only the loudest and strongest. This is mainstreaming communication—and it must happen at the beginning and throughout the program.
3. Context is important—making sure interventions are based on needs identified by individuals in the specific context, for example, instead of imposing models of journalism from the West, and ensuring that anticorruption efforts are sensitive to local contexts. This applies equally to politicians, donors, and specialists in Communication for Development.
4. International institutions, including NGOs, need to uphold and be subject to the same principles of transparency and accountability as other organizations. There is a need to develop tools to ensure government accountability and transparency that citizens can use directly. Partnerships and coalitions across different sections of society—the media, civil society, and governments—need to ensure transparency and accountability.
5. All stakeholders must be involved in the political process—communities, government, the private sector, and donors.

Development of public policy must be based on the participation of the same stakeholders. This must include processes of information dissemination as well as dialogue and participation.

6. Systematizing communication is important. This can be done through learning from previous projects. We need a few standard methodologies: public opinion surveys, stakeholder mapping, coalition building. One important element is vertical integration, establishing a protocol so that there is a rigor to information sharing at an institutional level.
7. It is important to stimulate citizen demand for good governance and to develop the mechanisms through which citizens can advance good governance—citizens' juries, participatory budgeting, and so on. Capacity building is needed, not only with civil society but also with the media and public institutions. There is a need to broaden the debate on poverty and equity beyond the discourse of international institutions. Countries need to have the option to adopt strategies that fall outside the paradigms of international institutions.
8. The different roles within a democratic political system need to be clearly defined. People need to understand their roles and their responsibilities within those roles. To do this, journalists should create codes of conduct and citizens should create their own charters.
9. The case for communication must be made to national governments, pointing out the benefits of efficiency and legitimacy.
10. Donors should collaborate and coordinate more before they go into countries, especially countries in crisis. This might be done by establishing a caucus of rich countries, with one focal person, to speed the process and reduce the likelihood of conflicting donor agendas. Donors should look at strategic partnerships with other donors.
11. Donors should be lobbied to take media support more seriously. Those donors that support media systems should work with grassroots media organizations rather than international media institutions (such as BBC World Service Trust, for instance). One idea for the media was to create something similar to the Millennium Challenge Fund—media groups should be able to access funds according to specified conditions.

## *Recommendations from the Sustainable Development Strand*

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These recommendations came from the workshops, the special events, and the sustainable development plenary.

### **GENERAL RECOMMENDATIONS**

1. Communication is a right, not just a development strategy.
2. Communication should be built into sustainable development initiatives and budgets from the start. The concept of sustainability is built into all recommendations that the Congress produced.
3. National policies should be developed to include participatory communication. A country's program approach should be developed to avoid duplication and lack of coordination between donors.
4. Communication for Development should be integrated into major international development plans and policies—for example, PRSPs should include communication.
5. Communication for Development should not be about consultation alone but about genuine participation—this may require structural or political changes. Communities need to be involved from the beginning of a project. Communication for Development practitioners need to act as facilitators to ensure that local voices are heard. Research initiatives in natural resources management should be promoted with a participatory approach and involvement of communication and local stakeholders in their design, implementation, and dissemination.
6. There is a need to foster partnerships between government agencies, donors, academia, international organizations, NGOs, and other actors, including the private sector and the media. Coalitions and groups remain after projects and programs have gone. These actors need to foster knowledge sharing and form a Communication for Development advisory consortium at the national level.
7. Capacity building is needed for sustainable development specialists and practitioners of Communication for Development. Natural resource management experts are often scientists whose mind-set is often not oriented to social development

and participation or who lack skills in Communication for Development. The efforts by such organizations as the Communication for Social Change Consortium to develop core reading materials and standard course templates merit support. They should be translated, adapted, and distributed widely. Postgraduate studies in Communication for Development should also be supported.

8. All regions report a lack of knowledge on the part of decision makers about the breadth and depth of Communication for Development. It is clear that methods must be found to broaden decision makers' knowledge of the full communication agenda and that this effort should include capacity building for decision makers.
9. Professional communication needs a range of tools and initiatives. There is no one Communication for Development skill or approach that works for all. A range of approaches drawing on expertise from journalism, participatory research, facilitation, public relations, technology, and other fields is needed. The only common strand is the need to be innovative and flexible enough to adopt the approach, tools, and methods that are appropriate to a situation. Technologies are just one of the tools that are needed.

## **SPECIFIC RECOMMENDATIONS ON SUSTAINABLE DEVELOPMENT**

10. The Congress recognizes the unique challenges in Communication for Development for small island states.
11. The Mexico rural communication system should be revisited and challenges for the future identified to see what remains of the past project that can be built on in the future.
12. Access to telecommunications should be broadened and costs reduced. This includes reducing the cost of transferring migrants' remittances to a maximum of 2.5 percent of the amount transferred.
13. There should be a public debate on regulation of telecommunications.
14. Baselines should be established at the beginning of projects. Evaluation for social networking should be included. Participants suggested adding the "need to have objectives as well as having a baseline."

15. The private sector must be brought to the table more; it is a key stakeholder group often ignored in development initiatives.
16. Institutional champions within the region need to be identified. They should be responsible for carrying out a Communication for Development audit, fostering collaboration and partnerships, being a national focal point for preparing pilot projects, facilitating documentation of good practice, and establishing a database at a national level for a community of practice.
17. A strong evidence base of Communication for Development activities and successes should be assembled. To this end, we should move toward a results framework, so different stakeholders can gauge progress.
18. For Communication for Development to bring about food security and natural resources management, there needs to be a legal framework for rural radio stations.

### *Recommendations from the Cross-Cutting Themes*

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The following are the recommendations for the topics that cut across the main development themes. They are divided in general recommendations, recommendations for media, recommendations for ICTs, and impact and assessment.

#### **GENERAL**

1. Project time frames must be longer than the standard one to three years. They must allow for meaningful participatory processes that are suitable for attaining sustainable change in relation to funding and evaluation requirements.
2. Multistakeholder participation is required in all development initiatives. Successful development initiatives require the participation of all stakeholders in their design, decision making, governance, and implementation processes. Academic institutions, donors, governments, and NGOs should form partnerships to leverage one another's strengths.
3. Disabled people should be included and portrayed among beneficiaries of development in all Communication for Development programs, activities, and products.
4. The right of indigenous peoples to communication for self-determined development should be guaranteed.

## MEDIA

5. To be effective, media monitoring and journalism training need to be part of a long-term, comprehensive strategy.
6. National development plans should promote an enabling legal and regulatory environment for a plurality of independent media, including specific provision for the development of community media. Public funding should be provided by governments to community media through independent funding mechanisms, and access to communications infrastructure should be affordable.
7. Development institutions and organizations should provide assistance to build the capacity of community media through training, strengthening of networks and sector associations, technical assistance, and investment. Support for community media should be provided on the basis of strategic, long-term commitments, recognizing that impact must be measured not only in short-term results but also in community media's contribution to long-term social change.

## ICTS

8. ICT and development policies should not be technology-driven or top-down, but should draw on Communication for Development principles and techniques (for example, participation in all phases—including research, planning, design, and evaluation) and on multistakeholder participation to ensure responsiveness to needs.
9. Policies and regulatory frameworks should facilitate and encourage innovative ways of financing and initiating ICT projects, such as community-owned or -driven networks, using a variety of possible technologies to ensure that remote and marginalized communities can access and use them.
10. ICT and development policies and projects must stress that the potential of ICTs is not realized through access to ICT or to ICT-enabled services alone, but through people's ability to use the technologies and services effectively to address their own needs and to allow them to dialogue, to be heard, to learn, to participate in community life and democratic processes, and ultimately to improve their livelihoods.



11. Policy makers and donors need to focus more on encouraging learning rather than on reporting, moving to scale, and perpetually piloting. ICTs are now mainstream and their role in development must reflect this position.
12. Intensive capacity development is vital to ensure that users can fully sustain and integrate ICTs in their daily lives. This effort must focus on addressing gender and other forms of social discrimination and may require institutional reengineering.

## IMPACT AND ASSESSMENT

13. Research and data gathering on demographic trends can be used to develop effective communication campaigns in the field of family planning and other similar health initiatives. Demographic trends, such as growth or evolution of the demographic pyramid, can inform communication campaigns.
14. Communication campaigns influence the behavior of target populations who are not already likely to change, not only those who are predisposed to change without the campaign, as is sometimes averred. Propensity score matching is a tool that can be used to identify the impacts on those less predisposed to the desired change.
15. Cost-effectiveness analysis can be used where a quantifiable outcome is achieved, such as a change in specific behaviors. There is a need for more cost-effectiveness studies using existing methodologies but with some standardization of approaches.

## *Key Recommendations from the Policy Makers' Forum*

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The participants in the Policy Makers' Forum agreed on the following recommendations regarding policy, media and dissemination, impact and assessment, and partnerships and ownership.

### POLICY

1. The responsibility for ensuring that Communication for Development is embedded in development policy lies with the policy maker, not the communicator.

2. The lack of the institutionalization of Communication for Development is a problem. We need to revise ways of working and methods to incorporate Communication for Development from the planning stage through monitoring and evaluation of a project. Communication for Development should have its own budget, methodology, training guidelines, and so on. We need a road map for Communication for Development from start to finish. We need to revise its role and obligations.
3. Communication for Development should be embedded in poverty reduction. It needs to be linked into a framework for poverty beyond income poverty. It is fundamental that Communication for Development does this—that we use ICT to give voice and to enable the poor and marginalized to identify their priorities.

## **MEDIA AND DISSEMINATION**

4. There is an international consensus that communication is a central part of development. To increasingly integrate Communication in Development initiatives, we must engage the media, not forgetting community media.
5. We need to report success. The irony is that many successful stories have happened since the turn of the 20th century, from the 1950s and 1960s, from the women's movements and others. We do not, however, document and extract the messages for the future. We need to show that Communication for Development brings results.
6. We need to demystify Communication for Development. People do not understand what it is for; if it were clearer, policy makers would feel more confident investing in the idea.

## **IMPACT AND ASSESSMENT**

7. Benchmarking is important—there must be some goals to achieve. The benchmarks may not be perfect but they help give some focus to impact measurement.
8. Monitoring and evaluation need to be built in from the start of the process and must involve the beneficiaries.

## **PARTNERSHIPS AND OWNERSHIP**

9. Communication for Development must be linked to the Millennium Development Goals, especially Goal 8, on partnerships. Partnerships must not only be with development organizations but also beyond them with other types of organizations not specifically working on development, such as academia, research centers, media, and community organizations.
10. There is a need to broaden the range of partnerships and perspectives and expand the network of practitioners of Communication for Development further, to make links between communicators and others.
11. Ownership of programs must be in the hands of the countries and communities responsible for the programs. Ownership is not stressed enough.





# Congress Participants

## Plenary Session Speakers

Name	Last Name	Title	Organization
<b>Opening Ceremony—Welcome</b>			
Jacques	Diouf	Director General	FAO
Alfonso	Pecoraro Scanio	Minister of Environment and Territory	Government of Italy
Patricia	Sentinelli	Vice Minister of Foreign Affairs	Government of Italy
Rosa Maria	Alfaro	Founder	Calandria
Jorge	Gestoso	Moderator	GTN
<b>Panel Discussion—Communication for More Effective Development</b>			
José	Ramos Horta	Prime Minister	Government of Timor-Leste
Marta	Maurás	Secretary	Economic Commission for Latin America and the Caribbean
Aram	Aharonian	Director	Telesur, Venezuela, R. B. de
Garth	Japhet	Executive Director	<i>Soul City</i>
Paul	Mitchell	Manager, Development Communication Division	World Bank
Marcela	Villarreal	Director, Gender and Population Division	FAO
Piero	Di Pasquale	Moderator	RAI News 24
<b>Governance Plenary</b>			
Kevin	Kellems	Acting Vice President of External Affairs	World Bank
Prof. Flavio	Del Bono	Vice President	Regione Emilia Romagna
Joseph	Stiglitz	Professor Chair, Columbia University Committee on Global Thought	Columbia University
Anwar	Ibrahim	Visiting Distinguished Professor, former Deputy Prime Minister, and former Minister of Finance of Malaysia	Georgetown University

<b>Fawzi</b>	<b>Al Sultan</b>	Former President, former Secretary General	IFAD Higher Committee for Development and Reform, Office of the Prime Minister of Kuwait
<b>Duilio</b>	<b>Giammaria</b>	Moderator	RAI
<b>Sustainable Development Plenary</b>			
<b>Lyonpo Sangay</b>	<b>Ngedup</b>	Minister of Agriculture	Government of Bhutan
<b>Laurent</b>	<b>Sedogo</b>	Minister of Environment	Government of Burkina Faso
<b>Marcela</b>	<b>Villarreal</b>	Director, Gender and Population Division	FAO
<b>Alfonso Gumucio</b>	<b>Dagrón</b>	Managing Director	Communication for Social Change Consortium
<b>Mario</b>	<b>Lubetkin</b>	Moderator	Inter-Press Service
<b>Health Plenary</b>			
<b>Hon. Nonfo Muthoni</b>	<b>Molefhi, MP</b>	Member of the National Assembly	Government of Botswana
	<b>Wanyeki</b>	Executive Director	African Women's Development and Communication Network
<b>Elizabeth</b>	<b>Fox</b>	Deputy Director, Office of Health, Infectious Diseases and Nutrition	U.S. Agency for International Development
<b>Peter Bella</b>	<b>da Costa Mody</b>	Coordinator Professor	Strengthening Africa's Media Project University of Colorado, Boulder
<b>BBC World Debate: Is a Free Media Essential for Development?</b>			
<b>Hilde</b>	<b>Johnson</b>	Senior Adviser to the President, former Minister of International Development of Norway	African Development Bank
<b>Anwar</b>	<b>Ibrahim</b>	Visiting Distinguished Professor, former Deputy Prime Minister, and former Minister of Finance	Georgetown University, formerly Government of Malaysia

(continued)

## Plenary Session Speakers (*Continued*)

Name	Last Name	Title	Organization
<b>Daniel Kumi</b>	<b>Kaufmann Naidoo</b>	Director of Global Programs Secretary General	World Bank Institute CIVICUS World Alliance for Citizen Participation
<b>Dr Tonnie Osa Stephen</b>	<b>Iredia Sackur</b>	Director General Moderator	Nigerian Television Authority BBC
<b>Policy and Decision Makers Forum Jac</b>	<b>Stienen</b>	Managing Director	International Institute for Communication & Development
<b>Gerolf</b>	<b>Weigel</b>	Head of ICT for Development Office	Swiss Agency for Development and Cooperation
<b>Kilaparti</b>	<b>Ramakrishna</b>	Chief Policy Adviser, Office of the Executive Director	UNEP
<b>Matthew</b>	<b>Wyatt</b>	Assistant President for External Affairs Department	IFAD
<b>Mervat</b>	<b>Tallawy</b>	Executive Secretary	UN Economic & Social Commission for Western Asia
<b>Alfredo Jeffrey J.</b>	<b>Barnechea Grieco</b>	External Relations Adviser Senior Deputy Assistant Administrator for Public Affairs	Inter-American Development Bank U.S. Agency for International Development
<b>Sandra</b>	<b>Charles</b>	Senior Economic Policy Adviser, Economic Development, Policy Branch	Canadian International Development Agency
<b>Hu</b>	<b>Shuli</b>	Editor in Chief	Caijing, China



<b>Kumi</b>	<b>Naidoo</b>	Secretary General	CIVICUS—World Alliance for Citizen Participation
<b>Tesfai</b>	<b>Tecle</b>	Assistant Director General	FAO
<b>Marcela</b>	<b>Villarreal</b>	Director, Gender and Population Division	FAO
<b>Paul</b>	<b>Mitchell</b>	Manager, Development Communication Division	World Bank
<b>Warren</b>	<b>Feek</b>	Executive Director	The Communication Initiative Network
<b>Jorge</b>	<b>Gestoso</b>	Moderator	GTN
<b>Closing Ceremonies</b>			
<b>José</b>	<b>Ramos Horta</b>	Prime Minister	Government of Timor-Leste
<b>Alexander Julius</b>	<b>Müller</b>	Assistant Director General— Sustainable Development Department	FAO
<b>Bernard</b>	<b>Petit</b>	Deputy Director General, DG Development	European Commission
<b>Paul</b>	<b>Mitchell</b>	Manager, Development Communication Division	World Bank
<b>Marcela</b>	<b>Villarreal</b>	Director, Gender and Population Division	FAO
<b>Warren</b>	<b>Feek</b>	Executive Director	The Communication Initiative Network
<b>Jorge</b>	<b>Gestoso</b>	Moderator	GTN

## Full List of Participants

Name	Last Name	Title	Organization	City	Country
<b>WCCD Secretariat Staff</b>					
Mario	Acunzo	Communication Officer	FAO, SDR	Rome	Italy
José Manuel	Bassat	Senior Communication Officer	World Bank	Washington, DC	United States
Iride	Boffardi	Consultant	FAO, SDR	Rome	Italy
Mario	Bravo	Senior Communication Officer	World Bank	Washington, DC	United States
Michele	Bruni	Consultant	World Bank	Washington, DC	United States

(continued)

## Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
<b>WCCD Secretariat Staff, <i>continued</i></b>					
Maria Elena	Calabrese	Intern	FAO, SDR	Rome	Italy
Daniele	Calabrese	Communication Officer	World Bank	Washington, DC	United States
Serena	Cavicchi	Consultant	World Bank	Washington, DC	United States
Diana Ya-Wai	Chung	Communication Officer	World Bank	Washington, DC	United States
Riccardo	Del Castello	Communication Officer	FAO, SDR	Rome	Italy
Achille	Deodato	Consultant	FAO, SDR	Rome	Italy
Francis	Dobbs	Senior Film/Video Officer	World Bank	Washington, DC	United States
Eliana	Esposito	Consultant	World Bank	Washington, DC	United States
Maria Manuela	Faria	Consultant	World Bank	Washington, DC	United States
Warren	Feek	Executive Director	The Communi- cation Initia- tive Network	Victoria, BC	Canada
Lucia	Grenna	Unit Head	World Bank	Washington, DC	United States
Christian	Hofer	Communication Officer	World Bank	Washington, DC	United States
Jean-Pierre	Ilboudo	Communication Officer	FAO, SDR	Rome	Italy
Zita	Lichtenberg	Consultant	World Bank	Washington, DC	United States
Andreas	Mandler	Intern	FAO, SDR	Rome	Italy
Piotr	Mazurkiewicz	Communication Officer	World Bank	Washington, DC	United States
Leonardo	Mazzei	Communication Officer	World Bank	Washington, DC	United States
Paolo	Mefalopulos	Senior Communication Officer	World Bank	Washington, DC	United States
Paul	Mitchell	Manager	World Bank	Washington, DC	United States
Kristina	Mlikota	Consultant	FAO, SDR	Rome	Italy
Ida	Mori	Public Information Officer	World Bank	Washington, DC	United States
Chris	Morry	Director of Programs	The Communi- cation Initia- tive Network	Victoria, BC	Canada

Masud	Mozammel	Senior Communication Officer	World Bank	Washington, DC	United States
Marco	Nicoli	Knowledge Management Officer	World Bank	Washington, DC	United States
Anna	Norén	Consultant	FAO, SDR	Rome	Italy
Adesinaola	Odugbemi	Senior Communication Officer	World Bank	Washington, DC	United States
Clare Marie	O'Farrell	Communication Officer	FAO, SDR	Rome	Italy
Sunetra	Puri	Communications Adviser	World Bank Institute	Washington, DC	United States
German	Rojas	Communication Officer	FAO, GII	Rome	Italy
Emanuele	Santi	Communication Officer	World Bank	Washington, DC	United States
Agata	Schinina	Communication Officer	FAO, SDR	Rome	Italy
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## Full List of Participants (Continued)

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<b>Participants, continued</b>					
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## Full List of Participants (Continued)

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## Full List of Participants (Continued)

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## Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
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## Full List of Participants (Continued)

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<b>Participants, continued</b>					
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## Full List of Participants (*Continued*)

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## Full List of Participants (Continued)

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## Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
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## Full List of Participants (*Continued*)

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## Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
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## Full List of Participants (*Continued*)

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## Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
<b>Participants, <i>continued</i></b>					
Esther	Obdam	Project Coordinator	Radio Netherlands Training Centre (RNTC)	Hilversum	Netherlands
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Sue	Owen	Director General	DFID	London	United Kingdom
Jack Otieno	Owiti	Sign Language Interpreter		Nairobi	Kenya
Alessandro	Pacifici			Rome	Italy
Maria Grazia	Padoan			Rome	Italy
Josephine	Pagani	Communications Manager	OECD Development Co-operation Directorate	Paris	France
Giorgio	Pagano		Transnational Radical Party	Rome	Italy
Sara	Page	Deputy Director	SAfAIDS	Harare	Zimbabwe
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Claudia	Palazzi			Rome	Italy
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Chase	Palmeri		IFAD	Rome	Italy
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## Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
<b>Participants, continued</b>					
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Maria Luisa	Panzica La Manna		Ministry of Economy and Finance	Rome	Italy
David Ruggero	Paqui Parrotto		IFAD Relazioni Industriali	Rome Rome	Italy Italy
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Alessia	Pastorutti		Ministry of Foreign Affairs of Italy		Italy
Sala	Patterson		Peacepath Con- sulting Rome	Rome	Italy
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Maria Carolina	Pellati	Head of Administration	Green Cross Italia Onlus	Rome	Italy
Giulio	Pelonzi		Municipality of Rome	Rome	Italy
Enrico	Pennarola		Leonardo Business Consulting	Rome	Italy
Francesca	Peraldo Bertinet		Ethics Governance	Rome	Italy
João Gomes	Pessoa Lima	Associate Director	MARAPA	São Tomé	São Tomé and Príncipe
Bernard Amalia	Petit Petriconi	Deputy Director, DG Development Assistant to Paola Brianti	European Union Consiglio Regionale di Lazio	Brussels Rome	Belgium Italy
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Paola Anna	Piccione			Rome	Italy

(continued)

## Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
<b>Participants, <i>continued</i></b>					
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Ignacio	Prafil	Indigenous Peoples Communication Specialist	ONPIA	Buenos Aires	Argentina
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Simona Vanni	Primavera Puccioni	Regional Representative	Movimondo TVE—MED	Rome Florence	Italy Italy
Marcovalerio	Pugini			Rome	Italy
Pierluigi	Puglia			Rome	Italy
Stefano	Puglia			Rome	Italy
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Rinalia Abdul	Rahim	Executive Director	Global Knowledge Partnership Secretariat	Kuala Lumpur	Malaysia
Alessandra	Rainaldi		Italian Institute of Foreign Trade	Rome	Italy
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Concepcion	Ramilo		Association for Progressive Communications	Melville, Gauteng	South Africa
José	Ramos-Horta	Prime Minister	Government of Timor-Leste	Dili	Timor-Leste
Hugo Guy	Raybaudo	Coordinator	Nomadic Dream Machines	Paris	France
Lara	Rayess Calvo		FAO, SDR	Rome	Italy
Roberto Maria	Razeto		IULM	Rome	Italy
Matteo	Rebesani		Municipality of Rome	Rome	Italy
Beatriz	Recio Aguado	Professor	Universidad Politecnica de Madrid	Madrid	Spain

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## Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
<b>Participants, continued</b>					
Anke	Redl		Media Monitor	Beijing	China
Dennis	Redmont		The Council for the United States and Italy	Rome	Italy
Marja	Reina			Tegucigalpa	Honduras
Maria Grazia	Reitano		Telecom Italia	Rome	Italy
Sonia	Restrepo	Development Communication Consultant		Bogotá	Colombia
Julie	Reynes	Vice President for International Services	American Red Cross	Washington, DC	United States
Gerry	Reynolds	Head of Communications	Concern	Dublin	Ireland
Deborah	Rezzoagli	Area Manager for Europe	CISP	Rome	Italy
João Paulo	Ribeiro Capobianco	Secretary of Biodiversity and Forests	Ministry of Environment and Natural Resources	Brazilia	Brazil
Jenny	Richards		TVE—Television Trust for Environment and Development	London	United Kingdom
Chiara	Rinadlini		Ministry of Foreign Affairs of Italy	Rome	Italy

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Scott	Robinson	Professor of Anthropology	Universidad Metropolitana de Mexico	Mexico City, DF	Mexico
Elizabeth	Robinson	Deputy Director, Research Dissemination	Family Health International	New York, NY	United States
Josephine	Rodgers		Countrywise Commu- nication	Wilby	United Kingdom
Adam	Rogers	Head of Communications and Public Information	United Nations Capital Devel- opment Fund	New York, NY	United States
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Manuel Gil Silvia Raul	Rosini Rossellini Rossi Rupailaf Maichin	Producer  Director	World Bank  Federculture Proyecto Origines	Rome  Rome Santiago	Italy Switzerland Italy Chile

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## Full List of Participants (Continued)

Name	Last Name	Title	Organization	City	Country
<b>Participants, continued</b>					
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Massimiliano	Scogna		ENEA	Rome	Italy
Costanza	Sebastiani		LUISS	Rome	Italy
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(continued)

## Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
<b>Participants, continued</b>					
Honorable Laurent	Sedogo	Minister of Environment	Government of Burkina Faso	Ouagadougou	Burkina Faso
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(continued)

## Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
<b>Participants, continued</b>					
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Joseph	Stiglitz	Professor	Columbia University	New York, NY	United States
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## Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
<b>Participants, continued</b>					
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## Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
<b>Participants, <i>continued</i></b>					
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Maria Elena	Villar			Rome	Italy
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Gloria	Visconti	Director General	Ministry of Environment of Italy	Rome	Italy
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## Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
<b>Participants, <i>continued</i></b>					
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Kevin Robert	Wilson	Head of Communications	BBC World Service Trust	London	United Kingdom
Ellen	Winters	Presidential Management Fellow	U.S. Mission to the UN Agencies in Rome	Rome	Italy
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### Full List of Participants (*Continued*)

Name	Last Name	Title	Organization	City	Country
<b>Participants, <i>continued</i></b>					
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# Media Attendees

Name	Title	Media Organization
<b>A</b>		
<b>Atiya Achakulwisu</b>	Assistant Editor	<i>Bangkok Post</i>
<b>Aram Aharonian</b>	Director General	Telesur
<b>Washington Akumu</b>	Journalist	National Media Group
<b>Aboubakr Al Jamai</b>	Editor in Chief	<i>Le Journal</i>
<b>Mansoor Al Jamri</b>	Editor in Chief	Al Wasat
<b>Cristián Alarcón</b>	Journalist	Freelance
<b>Susan Alexander</b>	Journalist	IPS
<b>Massimo Angelilli</b>	Journalist	Freelance
<b>Lucia Araujo</b>	General Manager and Journalist	FUTURA/TV Globo's educational channel
<b>Datuk Azman Ujiang</b>	Editor in Chief	<i>Biznes-vestinik Vostoka</i>
<b>B</b>		
<b>Vincenzo Baldelli</b>	Cameraman	Telegiornale 3/Tg 3 RAI
<b>Daniela Bandelli</b>	Journalist	MAE
<b>Constanza Barone</b>	Journalist	CBS NEWS
<b>Ikiebe Barth</b>	Journalist	Voice of Nigeria
<b>Massimiliano Belli</b>	Journalist	Ufficio Stampa Anti Corruzione
<b>Claudio Brufola</b>	Freelance	Freelance
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<b>C</b>		
<b>Leopoldo Calabria</b>	Journalist	AMARC
<b>Alan Camargo</b>	Journalist	Radio Vaticano
<b>Agneta Carleson</b>	Journalist	Global Reporting
<b>Tiziana Caroselli</b>	Journalist	ANSA
<b>Giuseppe Carrisi</b>	Journalist	RAI International
<b>Valentina Cavicchiolo</b>	Journalist	RAI News 24

(continued)

Name	Title	Media Organization
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<b>Jemaiyo Chabeda</b>	Journalist	Africa Network for Environmental Journalists-ANEJ
<b>Mohuya Chaudhuri</b>	Producer	New Delhi Television
<b>Sukhdev Chhartbar</b>	Correspondent	Daily News AP
<b>Stefania Coccato</b>	Journalist	APCOM
<b>Jenine Coezer</b>	Reporter	Channel Africa
<b>Anna Agnese Costa</b>	Journalist	AISM
<b>Mónica Cuevas</b>	Journalist	Freelance
<b>D</b>		
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<b>Raimondo Deriu</b>	Journalist	<i>il Velino</i>
<b>Antonio Devito</b>	Journalist	<i>Corriere di Roma</i>
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<b>Claudia Diez De Medina</b>	Journalist	IPS
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<b>E</b>		
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<b>F</b>		
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Name	Title	Media Organization
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# Communication for Development: Making a Difference

*A WCCD Background Study*

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**T**he current conception of Communication for Development can be summarized in the Rome Consensus document prepared and endorsed by the participants of the first World Congress on Communication for Development: “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.”

Development communication creates mechanisms to broaden public access to information, empowers grassroots communities to be involved in participatory communication processes, and enables communication activities that are grounded in research (World Bank 2006a). This document highlights three key themes that formed the main framework of the World Congress on Communication for Development: Sustainable Development, Health, and Governance. The fourth area of interest forming the basic structure of the Congress was labeled Communication Labs. It included sessions dealing with cross-cutting issues relevant to communication methods, media, and ICTs (information and communication technologies). Since methodological issues are addressed throughout the various sections and given their growing relevance, the authors of this paper decided to focus on ICTs as a fourth area of interest.

The cross-cutting and flexible nature of Communication for Development allows its application regardless of the sector in which it is being used. The themes being dealt with in the Congress and in this publication are by no means the only ones where Communication for Development can make a difference. They have been chosen for practical reasons, based on a number of criteria (mainly their priority in the current development agenda of policy makers) deemed appropriate by the organizing bodies of the Congress. This was consistent with the main goal of the Congress, mainstreaming Communication for Development.

Communication is a needed ingredient to guarantee sustainable development, and that is why it has been instrumental in contributing to the success of many sustainable development programs throughout the developing world. For instance, the innovative Rural Communication System established within PRODERITH (*Programa de Desarrollo Rural Integrado del Trópico Húmedo*) in Mexico in the 1980s is still today an example of the successful use of communication for participatory planning, social change, and sharing of knowledge and skills. Communication for Development approaches have been successfully used in a number of local development projects,

such as in Cambodia, where indigenous knowledge has been a valuable input to achieve successful and sustainable results.

Health and development communication has become crucial, as wider development strategies have begun to focus on social and public health. Critical development issues and goals such as population and family planning, primary health care, maternal and child health and, most recently, HIV/AIDS have focused attention on the role of communication in public health programs. Effective health communication programs integrate their strategy in targeting individuals, policy makers, and practitioners. For example, Egypt's Health and Population Program (1980–2006) has reduced the average number of children born in a woman's lifetime. This was made possible by long-term multisectoral commitment at the highest levels of the Egyptian government to support national, regional, and local communication programs. In Uganda, a current youth reproductive health program uses a radio serial to engage with cultural attitudes toward sex: the program promotes open public discussion to break through taboos and shift social gender norms that put Ugandan youth at risk.

Governance and development communication reinforces the importance of an engaged and active civil society, especially in developing countries. For example, in India, growing literacy rates have increased the demand for newspapers. This, coupled with media liberalization and a need to locate new markets, has led to local newspapers becoming important sources of information and dialogue in rural areas. The vibrancy of these local newspapers demonstrates the possibilities for the liberalization of other media channels, especially radio, which could enable the development of dialogue and debate leading to people-oriented social change.

Being part of the wider discipline of Communication for Development, ICTs can be used in any sector or development. They are important tools in efforts to achieve the Millennium Development Goals (MDGs) in health, education, and community development. They can deliver a range of services, help capacity building, empower communities, and bridge social divides. For example, rural artisans in Thailand are now able to use the Internet to market their crafts to a global audience. Urban women in Senegal use the power of networked technologies to advocate for gender policies on employment and for environments conducive to entrepreneurial activities by women. The Virtual Souk project for artisans

in the Middle East and North Africa provides people the opportunity to maintain their traditional livelihood as craftspeople through a system of locally controlled Web e-commerce. The use of ICTs, however, needs to be carefully weighed, planned, and integrated into a wider communication approach, in order to avoid the pitfalls first encountered when the blind faith in mass media led to great expectations about their capacity to foster national development, expectations that were hardly met.

Even if limited by the themes treated for the purpose of this paper, several policy recommendations are made in key areas in order to advance the theory of the discipline and practice in the field. Recommendations cover legal and supportive frameworks required, donor coordination, and policy trajectories to establish a supportive environment in which Communication for Development can continue to flourish. Within these frameworks, specific institutional structures, training, and capacity-building initiatives are recommended to support best-practice programs that are given long-term funding support and integrated across themes. The recommendations also include support for ICTs and the needed “technological and cultural capital” that enable the poor, marginalized and indigenous to harness Communication for Development and social change. Finally, recommendations are made to continue a theoretical practice of Communication for Development to support applied efforts in the field.

Communication for Development is brought about by people who are involved in participatory communication processes that facilitate a sharing of knowledge in order to effect positive development change. There is no universal formula capable of addressing all situations and, therefore, Communication for Development and social change initiatives should be based on, respond to, and adapt to the cultural, social, political, and economic context. Communication that underpins and leads to successful and sustainable development places the people who are most affected at the center of the discussions, debates, choices, and decisions needed to guide their own development.

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## *Introduction*

When Nelson Mandela called on the world to “make poverty history,” his words rang loud and clear across the globe, reverberating in the hearts of millions. “Poverty is not natural,” he reminded us

all. “It is man-made and it can be overcome and eradicated by the actions of human beings.”

But how far has humankind come in the last 50, 20, or even 10 years in achieving the goal of freeing people from what Mandela called “the prison of poverty”? In the year 2006, it is estimated that 1.3 billion people worldwide still live in absolute poverty. Most are in developing countries, but poverty also reaches into industrial regions, such as North America and Europe.

The MDGs set by the member states of the United Nations strive to address critical poverty issues and solve some of the most pressing problems within the next decade. But will they be successful? Are citizens in donor countries fatigued by endless calls to arms? Is there really light at the end of the long, dark tunnel of inequality? Why have we not yet resolved the key problems? Is there enough political will and commitment? And have any poverty alleviation solutions of the past really worked?

In the 21st century, humanity holds within its grasp some of the most powerful technologies ever invented. In particular, modern communication tools have enabled us to make the world a smaller place, as well as providing us with gateways to knowledge and pathways to information. However, these very structures, without which the global economy would not function and humankind would not be able to instantly communicate across continents, have been relatively marginalized as partners in the development process. Now is the time to recognize the potential and power of these instruments and to utilize them in unshackling people from their “prison of poverty.”

But Communication for Development and social change is more than satellite television, community radio, mobile phones, ICTs, and the Internet. Certainly, it can call on all these resources. However, at its heart, it is about individuals and about employing the most appropriate methods and tools to facilitate positive change, empowering those individuals to set their own agendas and achieve their own defined goals. Often, development projects and programs have stalled, reversed, or even failed for want of simple communication discourse with the recipients. Thus, just as it is unthinkable that an engineer would build a road in Europe or construct a bridge in North America without discussion and interaction with the end users, so it should be mandatory that the clientele of any donor-funded development project be fully involved in the design, planning,

and outcome-setting process from the outset of that project's genesis. To do otherwise flies in the face of reason. The logic seems obvious. However, every day, donors defy logic by planning grand visions without once consulting with those who will live with the decisions. Therefore, development projects necessarily have to engage with power relationships among the various stakeholders.

For more than 60 years, Communication for Development professionals have been working with grassroots communities to break the cycle of habit and further enable end users to interact with donors, not just as partners in development, but as leaders in their own advancement. Countless examples exist of measurable outcomes where the "value added" of communication has aided the successful implementation of worthwhile and life-changing programs and where locally designed best practices are working to "make poverty history."

Communication that underpins and leads to successful and sustainable development action puts the people who are most affected at the center of the discussions, debates, choices, and decisions needed to guide their own development. It is a sociocultural process of dialogue, information sharing, building mutual understanding, agreeing to collective action, and amplifying the voice of people to influence policies that affect their lives. It makes use of a variety of communication vehicles from mass to community media and new technologies to traditional and folk media and interpersonal communication. Its central goal is to empower people to take action to positively effect their own development according to their own cultural and social needs and requirements.

Communication for Development, therefore, utilizes the society's entire communication system including interpersonal, social, community, organizational networks as well as conventional and electronic media, in a communication environment that underpins knowledge and media accessibility, content diversity, and good governance.

To work most effectively, Communication for Development requires an enabling environment that includes

- Free, independent, and pluralistic media systems, accountable to their audiences, through which open dialogue and debate can occur
- Open, transparent, and accountable government that encourages public debate, discussion, and input



- Broad public access to a variety of communication media and channels, as well as a regulatory environment that promotes pro-poor licensing for local radio and low-cost universal access to Internet and telephone services
- An open society in which all groups and sectors are able to participate fully in development discussions, debates, and decision-making processes

Nelson Mandela's 2005 call to the world to "make poverty history" recognized this environment. He said that we live in "times in which the world boasts breathtaking advances in science, technology, industry, and wealth accumulation." However, given that islands of plenty exist within a sea of injustice, he ranked the scourges of poverty and inequality "alongside slavery and apartheid as social evils."

For fatigued citizens in donor countries, is it a battle lost or a battle that can be won? The World Bank has estimated that it would require the contribution of only 1 percent of developing countries' consumption to abolish extreme poverty. The Food and Agriculture Organization of the United Nations (FAO) goes a step further in simplifying the challenge and presenting it in more personal terms. It says that a contribution by the citizens of developed countries of just US\$13 per person per year would solve the problem of poverty—a small price to pay to "make poverty history."

## *The Basics of Communication for Development*

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Historians have eloquently explained how each historical epoch has had to solve a particular problem. While feeding the people was the major challenge during the agricultural age, the industrial age provided material well-being. Now we are said to be living in the information age, with its demands on ever more and faster (universal) services. In each epoch initial problems of scarcity (hunger, poverty, and information poverty) have been taken over by more sophisticated structural problems: overabundance (pollution and waste, extreme wealth, and information overload), inequality (ecological, economic, educational, and cultural) and (digital and other) divides. In this overview, we wish to concentrate on the issue of "Communication for Development," sometimes also called "development communication" or "communication for social change." How to

deal with these issues in real-world environments will be the key challenge for citizens, and how to regulate this in a democratic way will be the challenge for public authorities.

Academics can assist citizens and public authorities in structuring the debate and identifying the real issues. However, government officials, practitioners, and others working in the development field may have different perceptions of what the defining characteristics of development communication are. Early in its history, some spoke of it as “development support communication,” suggesting that the communication function was a subcomponent of various development sectors. Today some argue that development communication should itself be a sector.

The suggestion has also been made that development communication is interpersonal communication and that mass communication is something else. Others would argue that a “development communication” approach dominated by face-to-face communication has inherent limitations if one measure of success is widespread change of behavior in short periods of time, a goal that might be highly appropriate in some circumstances. Framing the discussion as mediated communication versus face-to-face communication is probably not the best approach.

This topic can be addressed according to the different perspectives on communication and the relative functions they are expected to perform. They are usually divided in two broad camps (which will be discussed in more detail in the following pages). One camp envisions communication as a way of organizing and delivering information in order to fill knowledge gaps or persuade audiences to change their intended behavior. The other perspective considers communication more broadly, going beyond the delivery of information and envisioning it as a process needed to build trust, seek consensus, and assess the situation involving all stakeholders. It is a process contextual to the situation where it is occurring, hence based on the specific sociocultural environment.

Within these two perspectives, there are a number of other intermediate ones, even if each of them would tend to be closer to one of the two perspectives mentioned above. The approaches related to the first perspective are often linked to diffusion models and tend to rely more heavily on mediated communication, either alone or in conjunction with interpersonal communication. The opposite is true in the case of the second perspective.

Clearly the role of media and new ICTs is affecting both perspectives and though there are different ideas about how they could best be used for development purposes, their role is considered important. Usually media and ICTs are seen in isolation neither from the overall communication effort, nor from other channels being used.

One could, for instance, examine the role and benefits of radio versus the Internet in terms of their impact on development and the emergence of democratic institutions. Both the Internet and the radio enhance certain kinds of interactivity. However, if, as many believe, better access to information, education, and knowledge would be the best stimulant for development, the Internet's primary development potential is as a point of access to the global knowledge infrastructure. The danger, now widely recognized, is that access to knowledge increasingly requires a telecommunication infrastructure that is inaccessible to the poor. There also is a danger that the ICT thrill may weaken the potential embedded in radio: governments tend to be very careful about the local empowerment capacity of local radio and hence control the license procedures very strictly, while the ICT does not often meet such an indirect resistance. Therefore, the digital divide is not about technology per se, but rather about the widening gaps between the developed and developing worlds and the information-rich and the information-poor.

While the benefits offered by the Internet are many, its dependence on a telecommunications infrastructure means that they are only available to a few. Radio, on the other hand, is a much more pervasive, accessible, and affordable medium for most people. Blending the two could be an ideal way of ensuring that the benefits accruing from the Internet have wider reach.

Since the Second World War, Communication for Development is no longer predominantly, or even exclusively, focused on information dissemination and the diffusion of innovations. The scope of Communication for Development has broadened to include the interpersonal dimension, that is, dialogue, which is needed to achieve mutual understanding, build trust, and seek consensus, thus facilitating the achievement of sustainable changes. This means that communication should not be included only halfway through the project, but it should be a key ingredient from the beginning of any development initiative. However, the responsibilities of donors and development agencies should also be looked at in a more structural

and historical way. They have both supported certain modes of communication (like community radio in the 1980s and early 1990s and the ICTs nowadays) and muffled down certain modes (such as public service broadcasting in the past 15–20 years in the name of media independence and pluralism) via their financing decisions.

## THEORIES AND MODELS

After the Second World War, the founding of the United Nations Organization (UNO) stimulated relations among and between sovereign states, not only the North Atlantic nations and developing countries, but also the new states emerging out of a colonial past. During the cold war period the superpowers—the United States and the former Soviet Union—tried to expand their interests in the developing countries.

In fact, the United States was defining development and social change as the replica of its own political-economic system and opening the way for the transnational corporations. At the same time, the developing countries saw the “welfare state” of the North Atlantic nations as an appropriate one for their own development. These nations were attracted by new technologies and the advantages of state planning in agriculture, education, and health, as well as communication. They also viewed development as a unilinear, evolutionary process. Underdevelopment was seen in the quantifiable differences between so-called poor and rich countries on the one hand, and traditional and modern societies on the other hand (for more details on these paradigms, see Servaes [1999, 2003]).

As a result of the general intellectual “revolution” that took place in the mid-1960s, this Western or ethnocentric perspective on development was challenged by Latin American social scientists, and a theory dealing with dependency and underdevelopment was born. The dependency approach formed part of a general structuralist reorientation in the social sciences. The *dependistas* were primarily concerned with the effects of dependency in “peripheral” countries, but implicit in their analysis was the idea that development and underdevelopment must be understood in the context of the world system.

This dependency paradigm played an important role in the movement for a new world information and communication order from the late 1960s to the early 1980s. During this period, the new

states in Africa and Asia and the success of socialist and popular movements in Cuba, China, Chile, and other countries were striving for political, economic, and cultural self-determination within the international community of nations. These new nations shared the goal of independence from the superpowers and moved to form the nonaligned nations. Contrary to the North Atlantic nations, which viewed development and modernization primarily in terms of economic growth, the nonaligned movement defined development as political struggle.

Since the demarcation of the First, Second, and Third Worlds has broken down and the cross-over between center and periphery can be found in every region, there emerged a concept of development that emphasized cultural identity and multidimensionality. The present-day “global” world, in general, as well as in its distinct regional and national entities, is confronted with multifaceted crises. Apart from the obvious and ongoing economic and financial crisis, social, ideological, moral, political, ethnic, ecological, and security crises also have appeared. By the same token, the previously held dependency perspective has become more difficult to support because of the growing interdependency of regions, nations, and communities. From the criticism of the two paradigms above, particularly that of the dependency approach, a new viewpoint on development and social change has come to the forefront. The common starting point here is the perspective of “bottom-up” self-development at the community level. At the same time, it is assumed that there are no countries or communities that function completely autonomously or that are completely self-sufficient, nor are there any nations whose development is exclusively determined by external factors. Every society is dependent in one way or another, both in form and in degree. Thus, a framework was sought within which both the center and the periphery could be studied separately and in their mutual relationship.

More attention is also being paid to the content of development, which implies a more normative approach. “Another development,” a term first coined by the Dag Hammarskjöld Foundation in the late 1970s, questions whether or not “developed” countries are in fact advanced and whether or not their achievements are sustainable or even desirable. It favors a multiplicity of approaches based on the context and the basic, felt needs, and the empowerment of the most oppressed sectors of various societies at divergent levels.

A main thesis is that change must be structural and occur at multiple levels in order to achieve desirable ends.

## **DIFFUSION AND PARTICIPATORY COMMUNICATION**

The above more general typology of development paradigms (for more details, see Servaes [1999, 2003]) can also be found at the communications and culture level. The communication media are, in the context of development, generally used to support development initiatives by the dissemination of messages that encourage the public to support development-oriented projects. Although development strategies diverge widely, the usual pattern for broadcasting and the press has been predominantly the same: informing the population about projects, illustrating the advantages of these projects, and recommending that they be supported. A typical example of such a strategy is situated in the area of family planning, where communication media such as posters, pamphlets, radio, and television attempt to persuade the public to accept birth control methods. Similar strategies are used in health and nutrition campaigns, agricultural and education projects, and the like.

This model portrays the communication process as one of messages going from senders to receivers. This hierarchic view on communication can be summarized in Laswell's classic formula, "Who says What through Which channel to Whom with What effect?" and dates back to (mainly American) research on campaigns and diffusions in the late 1940s and 1950s. The American scholar Everett Rogers (1962) was the first to apply diffusion theory within a developmental context. Building primarily on sociological research in agrarian societies, Rogers stressed the adoption and diffusion processes of cultural innovation. The mass media were especially important to him in spreading awareness of new possibilities and practices. At the same time, he noted that interpersonal communication was instrumental in persuading people to adopt innovations.

Subsequent development communication theorists claimed that Rogers' approach to development communication was severely limited. They argued that the diffusion model is a vertical or one-way perspective on communication, and that sustainable change occurs through people's active involvement in the process. Research has shown that while people can obtain information from impersonal

sources like radio and television, such information has relatively little effect on behavioral changes.

The participatory model, on the other hand, views change within a framework of multiplicity. It stresses the importance of cultural identity of local communities and of democratization and participation at all levels—international, national, local, and individual. It points to a strategy, not merely inclusive of, but largely emanating from, the traditional “receivers.” Paulo Freire (1983: 76) refers to this as the right of all people to individually and collectively speak their word: “This is not the privilege of some few men, but the right of every (wo)man. Consequently, no one can say a true word alone—nor can he say it for another, in a prescriptive act which robs others of their words.” In order to share information, knowledge, trust, commitment, and participation are required. Reflecting on this view, the International Commission for the Study of Communication Problems, chaired by the late Sean MacBride, argued that “this calls for a new attitude for overcoming stereotyped thinking and to promote more understanding of diversity and plurality, with full respect for the dignity and equality of peoples living in different conditions and acting in different ways” (MacBride 1980: 254).

Naturally, embracing one or the other of these two conceptual perspectives carries a number of implications in the application of daily practices. Approaches close to the diffusion model are aimed at filling information gaps or persuading people to change behaviors through ad hoc messages. Despite the refined level of feedback included in these models, the flow remains basically linear, and the outcome is usually predetermined (for example, use condoms). Approaches in participation, on the other hand, have a heuristic connotation, using dialogue to build bridges between different groups of stakeholders in order to explore options and identify the best course of action for change. The communication flow is circular, as the sender and the receiver operate as a single entity, and the outcome is usually largely shaped by whatever the result of the interaction is. This is perhaps why they are most useful in exploring and assessing the situation at the initial phases of the intervention.

The adoption of a participatory model in communication does not lead to a model opposing its predecessor, but, rather, it broadens the scope of communication. In some ways, it breaks out of the traditional boundaries of communication, since it aims not only to inform or transmit specific messages, but it also uses its communicative and

cross-sectoral nature to build trust, exchange knowledge and perceptions, investigate problems and opportunities, and finally reach a consensus on the intended change among all stakeholders (Mefalopoulos 2005). Thus, the scope of Communication for Development broadens beyond the transmission and sharing of information and includes the empirical research and joint definition of problems and solutions with the participation of relevant stakeholders.

## UNDERLYING PREMISES

The coherence of “Communication for Development and social change” is expressed in its different common underlying premises that incorporate:

- *The use of a culturalist viewpoint*  
By means of such a viewpoint specific attention is given to communication in social change processes. By highlighting the importance of other social science disciplines can significantly contribute to the field of “Communication for Development and social change.”
- *The use of an interpretative perspective*  
Participation, dialogue, and an active vision of human beings as the interpreters of their environments are of the utmost importance. Respect and appreciation must be shown for the uniqueness of specific situations and identities in social change environments.
- *The use of integrated methods and theories*  
In the field of “Communication for Development and social change,” it is important that research methods are connected to one’s theoretical perspective. Development communication requires openness, diversity, and flexibility in its methods and techniques. In practice it generally means triangulation and a preference for qualitative methods. This does not mean, however, that quantitative methods are excluded, and indeed an emphasis is placed on evidence-based scientific methodologies.
- *To show mutual understanding and attach importance to formal and informal intercultural teaching, training and research*  
Tolerance, consciousness-raising, acceptance, and respect can only be arrived at when members of different cultures not only hear but also understand each other. This mutual understanding



is a condition for development and social change. In order to prevent all forms of miscommunication, intercultural awareness, capacity building, and dialogue are deemed to be very important.

## FROM THEORY TO PRAXIS

As noted throughout this section, a variety of theoretical models can be used to devise communication strategies for development. In contrast with the more economically and politically oriented approach in traditional perspectives on modernization and development, the central idea in alternative, more culturally oriented versions of multiplicity and sustainable development is that there is no universal development model that leads to sustainability at all levels of society and the world, that development is an integral, multidimensional, and dialectic process that can differ from society to society, community to community, context to context. As each case and context is different, none has proven to be completely satisfactory. In other words, each society and community must attempt to delineate its own strategy to sustainable development. This implies that the development problem is a relative problem and that no one society can contend that it is “developed” in every respect. Therefore, we believe that the scope and degree of interdependency must be addressed in relationship with the concept of development.

Many practitioners find that they can achieve the greatest understanding by combining more than one theory or developing their own conceptual framework. Where previous perspectives did not succeed in reconciling economic growth with social justice, an attempt should be made to approach problems of freedom and justice from the relationship of tension between the individual and the society, and limits of growth and sustainability are seen as inherent to the interaction between society and its physical and cultural ecology.

The so-called Copenhagen Consensus Project is worth mentioning in this context. Though still dominated by economic perspectives and researchers (some of them Nobel Prize winners), the panel of experts evaluated a large number of development recommendations, drawn from assessments by UN agencies, and identified 10 core challenges for the future:

- Civil Conflicts
- Climate Change

- Communicable Diseases
- Education
- Financial Stability
- Governance
- Hunger and Malnutrition
- Migration
- Trade Reform
- Water and Sanitation

The major challenge identified by this panel was the fight against HIV/AIDS. (For more details, see a number of reports in *The Economist*, April–June 2004; or visit <http://www.copenhagen-consensus.com>.)

Distinct development communication approaches and communication means used can be identified within organizations working at distinct societal and geographic levels. Some of these approaches can be grouped together under the heading of the above diffusion model, others under the participatory model. The major ones could be identified as follows (for more details, see Servaes and Malikhaio [2004]):

- Extension/Diffusion of Innovations as a Development Communication Approach
- Network Development and Documentation
- ICTs for Development
- Social Marketing
- Edutainment (EE)
- Health Communication
- Social Mobilization
- Information, Education, and Communication (IEC)
- Institution Building
- Knowledge, Attitudes, and Practices (KAP)
- Development Support Communication (DSC)
- HIV/AIDS Community Approach
- Community Participation

This report presents a summary of four themes that have been selected as the backbone of the first World Congress on Communication for Development since they are key for current Communication for Development initiatives, incorporating some of the above-mentioned approaches. The four themes are: (a) Communica-

tion in Sustainable Development, (b) Communication for Development in Health, (c) Communication for Development in Governance, and (d) ICTs for Development.<sup>1</sup>

Though it is realized that there are many more themes that could be explored under the broad theme of “Communication for Development,” there are a number of reasons why the overview is limited to these four. Time pressures, intellectual limitations to cover such a varied and complex field, relevance in the development agenda, and academic considerations are the obvious ones. From a research perspective, different kinds of evidence exist for different types of outcomes. The evidence for social structural change (for example, empowerment, equity, policy change) is largely of the anecdotal or qualitative type, and evidence for individual change (for example, behaviors including participation, efficacy/self-confidence, gender attitudes, and the like) is predominantly quantitative. There is nothing wrong with anecdotal and qualitative evidence, but they invite different inferences. On the other hand, quantitative evidence may provide short-term advice, which is not reliable for long-term or contextualized recommendations. It is possible to quantify higher-order changes, but to do so requires methodological approaches that few projects have the time, resources, or donor support to undertake.

## *Current Communication for Development Initiatives*

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### **COMMUNICATION IN SUSTAINABLE DEVELOPMENT**

*“Communication for Development is a social process, designed to seek a common understanding among all the participants of a development initiative, creating a basis for concerted action.”*

—FAO (1984)

### **Perspectives and challenges**

Communication for sustainable development theory and practice have been changing over time in line with the evolution of development approaches and trends and the need for effective applications of communication methods and tools to new issues and priorities.

Communication in sustainable development has addressed the specific concerns and issues of food security, rural development and livelihood, natural resource management and environment, poverty reduction and equity, and gender and ICTs.

In the last 20 years, sustainable development has emerged as one of the most prominent development paradigms. In 1987, the World Commission on Environment and Development (WCED) concluded “sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs” (Elliott 1994). Three dimensions are generally recognized as the “pillars” of sustainable development: economic, environmental, and social.

Different perspectives have, over the years, influenced the holistic and integrated vision of sustainable development. Nevertheless, a unifying theme is that there is no universal development model. Development, as indicated earlier, is an integral, multidimensional, and dialectic process that differs from society to society, community to community, context to context. In other words, each society and community must attempt to delineate its own strategy to sustainable development starting with the resources and “capitals” available (not only physical, financial, and environmental but also human, social, institutional, and so on) and considering needs and views of the people concerned. Sustainable development implies a participatory, multistakeholder approach to policy making and implementation, mobilizing public and private resources for development and making use of the knowledge, skills, and energy of all social groups concerned with the future of the planet and its people. Within this framework, communication plays a strategic and fundamental role by (a) contributing to the interplay of different development factors, (b) improving the sharing of knowledge and information, and (c) encouraging the participation of all concerned.

### **Approaches and guiding principles**

In line with this vision, at the end of the 1980s the participatory approach became a key feature in the applications of Communication for Development to sustainable development. Development communication is about dialogue, participation, and the sharing of knowledge and information. It takes into account the needs and capacities of all concerned through the integrated and

participatory use of communication processes, media and channels. It works by

- Facilitating participation by giving a voice to different stakeholders to engage in the decision-making process
- Making information understandable and meaningful. It includes explaining and conveying information for the purpose of training, exchange of experience, and sharing of know-how and technology
- Fostering policy acceptance by enacting and promoting policies that increase rural people's access to services and resources

Within this framework, communication is viewed as a social process that is not just confined to the media or to messages. Development communication methods are appropriate in dealing with the complex issues of sustainable development in order to

- Improve access to knowledge and information to all sectors of the society and especially to vulnerable and marginalized groups
- Foster effective management and coordination of development initiatives through bottom-up planning
- Address equity issues through networking and social platforms influencing policy making
- Encourage changes in behavior and lifestyles, promoting sustainable consumption patterns through sensitization and education of large audiences
- Promote the sustainable use of natural resources considering multiple interests and perspectives, and supporting collaborative management through consultation and negotiation
- Increase awareness and community mobilization related to social and environmental issues
- Ensure economic and employment opportunities through timely and adequate information
- Solve multiple conflicts ensuring dialogue among different components in a society

### ***Guiding principles***

Approaches differ according to what development issues are involved. What they have in common is a set of guiding principles and steps to follow. The emphasis now is on the process of communication and on the significance of this process at the local level. Furthermore,

according to the approach of different agencies, communication for sustainable development coincides with the enhancement of local capacities and the appropriation of communication processes and media by local stakeholders, and especially by vulnerable and marginalized groups. Capacity building in communication, including “bridging” of the digital divide, is now seen as an essential condition for sustainable development and the fulfillment of the UN Millennium Development Goals.

Communication initiatives for sustainable development start with a participatory analysis of the needs of local institutions and stakeholders, taking into account local culture and values and promoting a concerted action for development. Development communication can achieve relevant impact and sustainability only if adequately inserted in national development policies and building on existing experiences and capacities.

Nowadays, an increasing number of development initiatives emphasize the use of communication as a strategic tool, and new opportunities are emerging for mainstreaming development communication into national policies for sustainable development, especially in agriculture and natural resource management.

### **Challenges for the future**

Communication for sustainable development has been facing new challenges in the last decade, as a consequence of globalization, media liberalization, rapid economic and social change, and the emergence of new ICTs. Liberalization has led not only to greater media freedom, but also to the emergence of an increasingly consumer-led and urban-centered communication infrastructure, which is less and less interested in the concerns of the poor and rural people. Women and other vulnerable groups continue to experience marginalization and lack of access to communication resources of all kinds. The issue of ensuring access to information and the right to communication as a precondition for empowering marginalized groups has been addressed by several meetings and international conferences (World Summit on the Information Society, 2005 World Summit, and World Social Forum).

### ***Conserving environmental sustainability***

One of the challenges faced by rural development programs is how to alleviate poverty and stimulate economic growth while, at the

same time, preserving the environment. Fighting land degradation and desertification, halting deforestation, promoting proper management of water resources, and protecting biodiversity require the active participation of rural communities through communication processes.

Communication for Development focusing on participatory approaches can facilitate dialogue, increase the community knowledge base (both indigenous and modern), promote agricultural practices that are compatible with the environment, and develop awareness among policy makers, authorities, and service providers. Furthermore, participatory communication approaches can bring together different stakeholders and enable the poorest and most marginalized to have a voice in the use of natural resources (Ramírez 1997).

Today, development communications programs address global environmental issues, such as biosafety and risk management in disaster prevention and mitigation. Within this framework, communication, education, participation, and public awareness approaches are used in an integrated manner to reach out effectively to the key groups who are needed to protect the environment.

### ***Promoting food security, rural development, and sustainable livelihood***

Food security and rural development policies have been revised in recent years, placing more emphasis on holistic approaches to rural livelihoods and the sustainable use of natural resources. Furthermore, the spread of digital communication technology has made information and communication services increasingly cost-effective options for providing basic information to dispersed rural producers, in particular to those settled in remote and poorly accessible areas. The focus remains on the needs of rural people, rather than on communication media per se. The critical aim is to enhance the capacity of local stakeholders to manage communication processes, to develop local contents, and to use appropriate media tools. Communication development strategies must be context specific and reflect the values, perceptions, and characteristics of the people and institutions involved.

### ***Empowerment of women, girls . . . , and senior citizens***

Communication can also play a decisive role in promoting the empowerment of women and girls with a more equitable framework

of gender dynamics. Communication processes allow rural women a voice to advocate changes in policies, attitudes, and social behavior or customs. Through Communication for Development, women can take control of their lives and participate as equals with men in promoting food security and rural development. In a similar way, the power and expertise of senior citizens, who in many societies enjoy great authority and respect but are often left outside development efforts, should be recognized. Many societies may have to reconsider their contributions and potential anyway, given other social and demographic developments.

### ***Narrowing the digital divide***

The issue of equal access to knowledge and information is becoming one of the key aspects of sustainable development. Vulnerable groups in the rural areas of developing countries are on the wrong side of the digital divide and risk further marginalization. In the rush to “wire” developing countries, little attention has been paid to the design of ICT programs for the poor. The trend ignores many lessons learned over the years by Communication for Development approaches, which emphasize communication processes and outcomes over the application of media and technologies. There needs to be a focus on the needs of communities and the benefits of the new technologies rather than the quantity of technologies available. Local content and languages are critical to enable the poor to have access to the benefits of the information revolution. The creation of local content requires building on existing and trusted traditional communication systems and methods for collecting and sharing information.

### ***Poverty reduction***

Communication can contribute to the effective reduction of poverty and offer better opportunities for the inclusion of marginalized groups and isolated population in the policy development and decision-making process. Although poverty cannot be divorced from uneven power structures, and communication cannot substitute for structural change (Balit 2004), the appropriation of Communication for Development processes and technologies by marginalized and vulnerable groups, including indigenous people (Yasarekomo 2004), can ensure that they have a voice in decisions that affect their lives.



## EVIDENCE AND VALUE ADDED BY COMMUNICATION FOR SUSTAINABLE DEVELOPMENT

### Indigenous forest management: ICTs and political engagement

An example of a local level development communication project involved indigenous people living in the highland jungles of Cambodia's Ratanakiri Province (Waldick 2001). The purpose of the project was to secure a livelihood from the forests they inhabited. The project originated in a tense interface emerging between the rising economic value of the highland jungles for timber and the threat of this economic resource to the indigenous culture and ecological importance of the highland jungles. Logging of the highland jungles was having dire consequences for the indigenous inhabitants of the jungle, who relied on it for their livelihood.

The project strategically used communication in two ways, through advocacy and participatory communication (ethnographic action research). Indigenous highlanders were removed from Cambodia's social and political processes. The importance of the jungle to their culture and livelihood was not understood in Cambodian society. Advocacy at the political level was hindered further by an absence of documented research to explain the ecological, economic, cultural, and social importance of the jungle to the indigenous people.

Cambodian researchers worked with community members to train them to map local resources and to document local knowledge. The community members were also taught participatory action research techniques to train other indigenous highlanders. The researchers then used ICTs such as global positioning systems to verify the indigenous land use maps. The documentation of this knowledge and resources proved to be useful in lobbying provincial and national governments for protection of the jungle for a host of reasons. The project documented the strategic and purposive use of the forest resources by the indigenous highlanders and influenced sustainable forest management at governmental levels. Indigenous confidence in their management of the forest was improved by the project as information communication technologies, Western research techniques, and indigenous knowledge intersected to create a sustainable and viable forest management plan, one which balanced economic, ecological, cultural, and social concerns across many stakeholders. In sum, the project created an integrated forest management policy and

a transferable model for aligning indigenous with Western “scientific” knowledge in sustainable development.

### **Video for participatory planning**

One of the most successful rural communication programs ever developed was created in Mexico within PRODERITH (*Programa de Desarrollo Rural Integrado en el Trópico Húmedo*), a large, integrated, rural development program sponsored by the government of Mexico, with support from the World Bank and FAO. The communication methodology developed in the 1980s is still valid today.

In the 1960s the Plan Chontalpa had been a major initiative to develop the tropical wetlands in the Gulf of Mexico through drainage systems, roads, bridges, and other infrastructures, including new settlement villages. However, the plan was launched without first engaging farmers in the process. Not surprisingly, the farmers never identified with the project and failed to maintain the infrastructure. The result was an enormous investment in infrastructure that was never properly utilized or maintained.

When the first phase of PRODERITH was contemplated at the end of 1978, to avoid another Chontalpa, government planners decided that future development in the tropical wetlands would have to be planned and executed with the informed and active participation of the local people. When the project was launched the objectives included an innovation: besides increasing agricultural production, improving the living standards of poor farmers, and conserving natural resources, there would have to be community participation. A communication process was needed. Thus, the Rural Communication System was planned and budgeted for from the outset. It worked principally with video and supporting printed materials to cover the program’s three types of communication needed: (a) situation analysis and participatory planning with peasants, (b) education and training for peasants and for PRODERITH’s own staff, and (c) institutional information for better coordination and management.

Much research was done with peasants before designing any development action. Video proved to be an excellent tool to bring the local communities into the planning process and to reach their consensus on the development actions to be taken. At planning meetings, local people’s attitudes and needs were elicited using video

and audio recordings that were then played back as a basis for discussion. A true dialogue between the rural communities and planners stimulated a debate on the past history of the community, its present situation, the problems facing it, and possible options for development initiatives that could be supported by PRODERITH. The outcome was a local development plan about which a video was also made and which was passed on to management.

Peasants felt that they were listened to and they actively participated in PRODERITH's development strategy (see box A.3.1). This strengthened their sense of community and gave them a better understanding of who they were and how they could work together to attain improved livelihoods.

PRODERITH had two phases, the first from 1978 to 1984, and the second from 1986 to 1994, under the newly created Mexican Institute for Water Technology. At the end of the first phase the methodology for rural development and communication was applied in a 1.2 million hectare area, affecting 650,000 people. In the second phase the project was expanded beyond the humid and subhumid tropics and helped meet one of the greatest challenges ever faced by the Mexican agricultural sector: in 1989 the government began to transfer the responsibility for administration and maintenance of large and medium-sized irrigation schemes to the producers' organizations that were using them. In 1994, after five years of intense institutional changes, around 300,000 farmers had received the technical and economic responsibility for the schemes, across an area of about two million hectares, thanks also to the rural communication system.

Executing the local development plans invariably called for orientation and training. During both phases more than 700 videos were

### CASE STUDY Box A.3.1 Participation by Peasants

The old Mayan, Clotilde Cob, 82 years of age, spoke of his culture, his history, the history of his people, their traditions. All this was caught on tape by PRODERITH. Other peasants from other villages viewed the tape, again and again. It was the first time they saw themselves on video, speaking their own language, speaking about themselves. A door was thus opened. The peasants welcomed PRODERITH, as the cultural richness of the past spread through the communication technologies of the present.

produced and used with some 800,000 people, covering a wide range of agricultural and rural development topics. Videos became communication facilitators: farmers could analyze and identify problems and options for development; peasants and staff could be trained and receive education on several issues; and institutional information was also improved, resulting in better coordination and management of the program. The training videos were accompanied by printed materials for course participants and technicians.

Local people were trained and formed communication committees in many farming communities, and in some, Local Communication Units were established. These consisted of a loudspeaker system to reach the whole community and a covered meeting area where videos could be shown and discussions could take place. These were instrumental in many cases of social mobilization, which led to concrete development actions in the communities, especially concerning issues such as water supply, women's activities, and health. No community with a Local Communication Unit had a single case of cholera during the epidemic, which produced many cases in the nearby areas, and there were significant reductions in infant deaths caused by diarrhea.

The cost of the rural communication system remained below 2 percent of the global investment and, according to the former director general of the National Water Commission, enhanced project implementation and rapid transfer of technology contributed to an internal rate of return 7 percent higher than initially planned by the project. The World Bank considered PRODERITH to be among the most successful projects it supported, and it was on record as having stated that the rural communication system had been instrumental to that success (box A.3.2).

## *Communication for Development in Health*

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*“Everyone has the right to a standard of living adequate for the health and well-being of himself and his family, including food, clothing, housing, and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age, or other lack of livelihood in circumstances beyond his control.”*

—ARTICLE 25, UNIVERSAL DECLARATION OF HUMAN RIGHTS

## CASE STUDY

### Box A.3.2 Secret of a Good Communication System

In 1989, a senior FAO staff member visited the areas covered by the PRODERITH rural communication system and met many of the participating communities, organizations, and individuals. At the end of the trip he discovered what, to his mind, was one of the most important methodological “secrets” of the Mexican experience. He said: “The main challenge faced by a good communication system in the field is not, as one might generally think, filling a social space with words. It consists in the establishment of an initial silence, where the actors present recognize each other as equals, with the same rights and possibilities for generating the new knowledge required to improve the quality of life and working conditions.”

*Source:* Santiago Funes, Former CTA UTF/MEX/027.

## HEALTH COMMUNICATION IN BRIEF

The field of development communication has evolved in parallel with changes in the broader concept of development. It is widely acknowledged that until the 1960s and 1970s most of the world’s experience in the area of development communication was driven by the agriculture sector. During the last quarter of the century, however, the learning and knowledge curve shifted from agriculture to public health, where developments in the biomedical sciences (for example, population and family planning, primary health care, maternal and child health, and most recently HIV/AIDS and infectious diseases) have increasingly focused attention on the role of communication in public health programs. Evidence-based public health practice assumes that interventions must be grounded in empirical research that supports decisions about health promotion and policy, taking into account the complexity of human behavior and social contexts (Kemmm 2005). In part because of its origins in medical and health science, health communication has been one of the most successful subfields of communication in terms of producing a body of empirical evidence that communication works.

Health communication interventions have been part of development efforts since the 1960s, especially in the area of family planning programs. The importance of health communication rose on the international public health agenda in the 1990s, mainly as a result of important conceptual changes in the 1970s and 1980s. The Declaration of Alma Ata (1978) and the Ottawa Charter (1986)

represented a fundamental point of departure from supply-driven approaches centered on technology and hospital-based care to increased demand-driven participatory and empowerment-based approaches. Recognition grew that individuals and communities could play an important role in determining their health. Following the Cairo and Beijing conferences in the 1990s, the public health field moved toward a rights-based approach. In the last decade, new momentum has built around these and other initiatives including the Millennium Development Goals, the “3 by 5” initiative, the UNAIDS HIV/AIDS Communication Framework, the Rockefeller Foundation Communication for Social Change Programme now being carried out by the Communication for Social Change Consortium, the FAO, and others. These approaches establish principles that cut across health issues such as emphasis on rights-based approach, leadership, participation, and empowerment as fundamental features of sustainable public health.

## **FROM BEHAVIORAL TO ECOLOGICAL APPROACHES IN HEALTH COMMUNICATION**

For many years health communication focused on delivering messages about healthy practices to a variety of audiences: health workers, patients, community members, opinion leaders, and policy makers. In earlier eras, healthier behavior was the most commonly sought objective and often it was assumed that information and education delivered effectively would cause behavior change and raise standards of public health. Health behavior change strategies have become increasingly sophisticated and much more responsive to the needs and cultural sensitivities of stakeholders. The success of these strategies is indisputable, and the overwhelming preponderance of evidence of the effects of communication on health comes from research at the individual level. But the assumption that individual behavior change alone can solve public health problems is fundamentally flawed, particularly considering the structural and policy challenges of contemporary issues such as HIV/AIDS and environmental health and the cultural and political complexity of health inequities that disproportionately affect women and the poor.

Behavior change communication continues to play an important role in public health programs, but as early as the late 1950s the World Health Organization was pushing efforts to define health

and well-being away from a narrow disease prevention perspective to “a state of complete mental, physical, and social well-being and not merely the absence of the disease” (WHO 1958). Along these lines, Evans and Stoddart (1990) proposed their 21st-century field model, an ecological framework that includes interactions among multiple factors that determine health: physical, family, and social environments, primary and secondary prevention systems, as well as individual characteristics and behaviors.

The World Bank, the World Health Organization, USAID, and other organizations increasingly have focused on social determinants of health to help them prioritize investments (WHO 2004). The ideal intervention strategies, therefore, do not just implore people to change, but help them live healthier lives from birth and make appropriate health decisions throughout life by building and strengthening healthy, participatory communities and effective health care delivery systems, supported by enlightened health policy.

One of the newer ecological approaches to health communication focuses on the concept of health competence as a way to link environmental influences, health systems, and human behavior in an ecological model of health improvement (USAID 2001). Communication is central to achieving and maintaining health competence. According to this perspective, health-competent service delivery systems provide access to quality services and products; have adequate capacity in their workforce (leadership, management, training, professionalism); and have governance structures through which stakeholders can access and be involved in the operation of health systems. Health-competent environments allow decision making through debate and dialogue among the media, community, and civil society, and provide access to health information. Communities are involved in setting health agendas, and policies create opportunities for the individual to flourish. At the individual level, people make health-enhancing lifestyle choices across a range of health issues (reproductive health, diet, substance use, child care, and so on), express appropriate demand for care-seeking and care-providing behaviors and adhere to treatment protocols, because they understand the determinants of disease and health.

Other sources of conceptual guidance for the health competence framework include health literacy, variously defined as knowledge and comprehension resulting from health education (for example, Simonds 1974) and as a broad set of factors that empower and

facilitate achievement of health (for example, Nutbeam 2000; IOM 2004). Social capital refers to characteristics of social organizations that “combine to facilitate cooperation among people for their mutual benefit” (Kawachi, Kennedy, and Lochner 1997). In terms of health, social capital facilitates social mobilization for health improvement; enhances access to and the flow of information; and increases the likelihood of social and emotional support for behavioral decision-making. The Integrated Model of Communication for Social Change (Figueroa et al. 2002) describes the relationships among many of these individual and social level processes. Built around the process of community dialogue leading to collective action, this model draws from a broad literature on development communication, particularly the work of Latin American theorists (Beltrán 1974; Díaz Bordenave 1994). It also incorporates theories of group dynamics, conflict resolution, and network/convergence, as well as less often considered perspectives on such topics as leadership (for example, Senge 1994; Stogill 1948; Lord and Brown 2004; Tirmizi 2002; Chemers 2000) and equity (Gumucio-Dagrón 2001; White 1994; Moser 1993).

Similarly, the UNAIDS framework calls for greater attention to five contextual domains: (a) government and policy, with a focus on the role of policies and laws in supporting or hindering intervention efforts; (b) socioeconomic status, with a focus on issues such as income and its impact on communications interventions; (c) culture, with emphasis on positive, neutral, or negative aspects of culture that may help or prevent the adoption of healthy practices; (d) gender relations, focused on the status of women in society and how it impacts their vulnerability to HIV/AIDS; and (e) spirituality, focused on the role of religion/spiritual practices in the adoption/rejection of certain healthy practices (UNAIDS 1999; Airhihenbuwa, Makinwa, and Obregón 2000). Communication plays a specific role in helping produce change in one or more of these five contextual domains, which in turn affects behavior. Gender issues illustrate this point very well. While many HIV/AIDS prevention programs emphasize the use of condoms, a lack of focus on gender imbalances and the power men have in determining sexual practices would reduce program impact. Shifting gender norms associated with sexual practices can empower women and changes the dynamics of sexual negotiation.

In sum, more than 30 years of research and experience lead health communication away from a narrow focus on communication



channels and technologies of information delivery for individual behavior change and toward the socially and culturally embedded processes of dialogue and discussion that are fundamental to everyday life. As a result, more attention is being paid to the social and political environments (Deane and Scalway 2003; Vincent 2003; Airhihenbuwa and Obregón 2000; UNAIDS 1999; Rockefeller Foundation 1999) in which people live and earn a livelihood and the influence of communication within those environments on lifestyle and behavioral choices. “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).

It has become clear that no single approach is likely to achieve the goals of all health communication projects, programs, and activities. Effective health communication must focus on identifying and utilizing the most appropriate approaches, methods, and communication tools to stimulate and support a sustainable communication process that leads to social change at required levels—social, community, family, individual. Determining which will work in a given situation requires skill, patience, and sufficient time to understand the economic, social, and political situation and the health and communication needs of the people involved.

## **EVIDENCE AND VALUE ADDED OF EFFECTIVE COMMUNICATION FOR HEALTH AND DEVELOPMENT**

Through each of the eras of health communication and development outlined above, applied research and the evaluation of health communication programs across multiple cultural and geographic settings and under varied economic and access conditions have sought to improve the effectiveness of health communication practice. Fortunately, those efforts have produced a compelling body of evidence that the right kind of communication used in the right way will produce results.

For example, communication has been shown to have effects on the political and social environment through policy and media advocacy and through social activism and social movements, which create pressures on political leaders to respond to expressed needs. Coalition building and institutional coordination, both of which require responsive and transparent communication systems, and the development and implementation of national communication

strategies facilitate efforts to address health and other development topics. Supportive environments are in turn more likely to provide broader access to health information and allow and encourage informed decision making through debate and dialogue among the media, community, and civil society (box A.3.3).

At the health service systems level, studies have shown that improving the communication skills of health care providers and the quality of job aides makes health systems more responsive to clients and increases the effectiveness of client-provider interactions, both in terms of clients' informed choice and satisfaction with services and in terms of uptake of and adherence to services and treatments. Increasing the communication skills of clients, such as question-asking skills and self-confidence, through client education and modeling of active client behavior in the media, lead to clients being more demanding

## CASE STUDY

### Box A.3.3 Changing Social Norms Related to Female Genital Cutting in Nigeria

While more than half the women in Nigeria's Enugu State have undergone female genital cutting (FGC), a cultural practice that involves removing some or all of the female genitalia, a successful multimedia strategic communication program called *Ndukaku* increased support for discontinuing the practice after just one year. A partnership between two Nigeria-based organizations—the National Association of Women Journalists and Women Action Research Organization—used a non-confrontational approach to begin discussing this highly sensitive topic with Enugu families. Based on the Community Action Cycle (CAC), the program consisted of community mobilization activities, advocacy, and mass media interventions. Community activities included viewing of the film *Uncut—Playing with Life* at group gatherings, while advocacy consisted of activist visits to traditional leaders, regular newspaper columns, radio call-in shows, and public forums on FGC.

Research found that support for FGC declined significantly after exposure to the program. In addition to a drop in support for FGC, the proportion of women who believe that FGC is beneficial declined from 42.1 percent to 24.6 percent after exposure to *Ndukaku*. Women participating in *Ndukaku* became empowered agents for change through the community mobilization activities, leading to increased support from cultural leaders, including a public pronouncement against FGC from the traditional leader of Eha Amufu, who also banned the practice in his domain. His action led to a health bill before the Enugu State House of Assembly that included language on the elimination of FGC.

Source: Babalola 2005.

and proactive in seeking and choosing health services and treatments. Communication programs have also been shown to influence the motivation of providers and health service facilities to deliver on promises to clients and to be more client-oriented (box A.3.4).

At the health service management level, the communication of consistent and up-to-date technical standards has been shown to improve service performance and professionalism. Communication among service providers and managers has been shown to increase peer pressure to perform and to adhere to standards. And communication systems linking health facilities and institutions have been shown to improve referral systems that increase client access to appropriate services as needed.

At the community level, communication within social networks has been shown to extend the reach and local adaptation of health information, resulting in changes in health behavior comparable to those achieved through direct exposure to mass media campaigns (Boulay, Storey, and Sood 2002). Communities that have the opportunity to participate in community dialogue leading to collective action (Figueroa et al. 2002; Kincaid and Figueroa forthcoming) are more likely to get the kind of health services they need because they can express their needs clearly and with a collective voice (box A.3.5).

## CASE STUDY

### **Box A.3.4 Improving Reproductive Health Service Utilization in Nepal**

From 1998 to 2003, the Nepal Adolescent Project (Malhotra et al. 2005) provided a community-based reproductive health intervention in two communities (one rural and one urban) that attempted to actively engage disempowered youth, such as those living in poverty, young women, and ethnic minorities, in activities to address social norms and inequities. Activities included peer education and counseling linked with adult education programs and improved access to economic livelihood opportunities. Changes in the study communities were compared with changes in two control sites that had not received an intervention. At baseline, both the study and control sites showed substantial differences between wealthy and poor young women's access to health facilities for pregnancy delivery. For example, before the intervention, an urban young woman in the study site was 16 times more likely to receive prenatal care than her rural counterpart. By the end of the project urban women were only 1.2 times more likely to receive prenatal care. The control sites did not show a similar improvement.

## CASE STUDY

**Box A.3.5 Community Mobilization and Life Skills Education in Tanzania**

*SiMchezo!*, a bimonthly Swahili language magazine for semiliterate, rural, out-of-school youth, is an integral part of the multimedia and community-based HIP effort to involve stakeholders in HIV/AIDS prevention, bridge generational communication gaps, foster dialogue about culturally sensitive issues, build life skills, and provide social support to vulnerable adolescents and their parents. Road shows, school-based activities, and clubs, together with media campaigns and the FEMINA family of magazine, broadcast media, and learning tools, provide entertaining life skills education. *SiMchezo!* is edited and produced partly in the field with community and NGO involvement in order to address issues of importance to its readers and in ways that they find appealing and useful. Since 2002, the magazine has become a popular discussion tool for peer educators and parents. Testimonials from youth and parents alike attest to the impact *SiMchezo!* has had: "The magazine increases communication among people here in Njombe. According to African culture, men cannot talk to their daughters on issues relating to sexuality and sexually transmitted infections. Some of the parents have the courage to talk to their daughters and sons: it is good, but for those who cannot talk, then they should use the magazine to communicate." (A father from Njombe)

Source: Fuglesang 2005.

They are also more likely to experience an equitable distribution of benefits from those services, because they help set the agenda and determine how and what kind of services will be delivered. They are also better able to mobilize local resources, such as emergency transportation systems, that can reduce maternal mortality due to obstetric complications by conveying women to an appropriate service center in a timely fashion.

The greatest body of evidence of communication effectiveness comes from research on communication at the individual level. That research is extremely diverse, ranging from work on microlevel psychological processes to relatively macrolevel sociological processes. It is beyond the scope of this paper to review the evidence in detail. Suffice it to say that research over the past 40 years in both Western and Southern contexts has shown that communication programs can help people make health-enhancing lifestyle choices across a range of health issues (reproductive health, diet, substance abuse, and so on), express appropriate demand for care-

seeking and care-providing behaviors, and adhere to treatment regimens, because they understand the determinants of disease and health and have participated in decisions about how to deal with them (box A.3.6).

At the individual and interpersonal level, research has shown that health behavior choices are made on the basis of perceived benefits, perceived social support and perceived barriers to action (Ajzen and Fishbein 1997); on the basis of social observation and learning from others in one's nearby social environment (Bandura 1986); on the basis of information about the benefits and consequences of action (Rogers 2003); and on the basis of rational and emotional reactions to disease threats (Witte, Meyer, and Martell 2001). It has been shown in a wide variety of social and cultural

## CASE STUDY

### Box A.3.6 Adolescent Reproductive Health in Bangladesh

The Adolescent Reproductive Health (ARH) Communication Program in Bangladesh (Center for Communication Programs 2006a) addresses the gap between knowledge and practice through a multipronged communication strategy focusing on issues identified by adolescents themselves. The comprehensive program works to create an enabling environment that supports adolescent knowledge and service-seeking behaviors. All ARH materials and media are identified by the logo and slogan, *NijekJano* (Know Yourself), which provides a rallying point for youth and youth supporters. Adolescents were involved in all stages of program development: formative research, character development and story writing for scripts and comic books, retesting, acting, and evaluation. Four life skills facilitators' guides with videos are used in workshops, where adolescents practice decision making, problem solving, critical and creative thinking, and interpersonal skills. In addition, a 39-episode TV series and 52-episode radio series follow a variety-show format, with adolescent anchors and field reporters who conduct interviews with adolescents, parents, teachers, service providers, and community leaders on issues. The entertainment education program also features songs, poems, quizzes, and mini-dramas using the same characters as the comic book. About the program, Tanzila Khatun, an adolescent girl, says, "I was depressed and afraid of a deadly disease when I saw first blood dropping out of my body without any reason. Everything happened around me so dramatically that I was feeling distressed. At that time I heard about BCCP's video show at Chowdhury Bari, which I attended. Through watching the video show and reading the booklet (*My Puberty*), I knew about the changes that occur in the human body during adolescence and also I knew what I should do to take care of myself."

settings, that communication influences the social, psychological, and emotional factors that increase the probability of healthy behavior, even under unfavorable and resource-poor conditions (box A.3.7). The uses of and response to communication varies depending on where an individual lies on a spectrum ranging from relative apathy and isolation to engagement and social connection. An individual's position on this continuum determines the specific factors that are most strongly related to performance or nonperformance of behavior. (For an overview, see McKee et al. [2000].)

## CASE STUDY

### Box A.3.7 Creating Space for Women's Health and Gender Equity in Nicaragua and Peru

Every two months María Castillo and Esperancita Núñez travel long distances from their homes to the national capital, Managua. There, they make their way to Puntos de Encuentro (fig., Common Ground), a feminist NGO that has specialized in the use of entertainment-education for social change since 1991. The women are typical links in a network of roughly 500 NGOs that Puntos has forged since its founding. Their goal is to pick up and help distribute 26,000 copies of the periodical *La Boletina*, which is designed to support and strengthen Nicaragua's women's movement and change norms around gender relationships and violence against women. Puntos de Encuentro builds this kind of commitment and mobilization for social change through publications like *La Boletina*, as well as telenovelas (for example, *Sexto Sentido*), interactive radio programs, youth camps, newsletters, and many other forms of communication, most of them produced for and by stakeholders. After one national campaign on violence against women in 1999, 85 percent of men surveyed said that they had changed as a result of exposure to the campaign (Rodríguez 2005).

In Peru, the reproductive health radio program *Bienvenida Salud!* attempts to move sexual and women's health out of the private arena and into the public sphere. Programs are written for and by rural indigenous women in the Department of Loreto in the Peruvian Amazon. Through interviews, news, testimonials, listeners' letters, and radio novellas, the infrequently heard voices of these women reach a wide audience. Listening groups, facilitated by locally recruited community promoters, listen to the programs together and have produced plays, community histories, and other materials that are subsequently aired. A 2003 journal article on *Bienvenida Salud!* reports that the station has received hundreds of letters from both men and women and that the proportion from women is increasing with comments like: "In our community, everyone listens to *Bienvenida Salud!* . . . Thanks to your show, I participate in community activities so I can progress, together with our community, to build a better future for our children . . ."

## Evidence from specific subareas of health

### *Population and reproductive health*

Although significant gaps in reproductive health still exist between low- and high-income countries, there has been progress worldwide in the past 50 years in such areas as pregnancy care, family planning, unsafe abortion, sexually transmitted infections, adolescent risk behaviors, and access to health services (Population Reference Bureau 2006) (box A.3.8). Piotrow et al. (1997) documented nearly 20 years of USAID-funded population communication efforts in more than 50 countries that have had measurable success in increasing contraceptive use and birth spacing, raising the age of marriage and age of sexual debut, shifting norms about childbearing and gender preference, and increasing interpersonal communication—both between spouses and in the community at large—about fertility and reproductive health.

### *Child survival and immunization*

Enormous gaps in child survival still exist—under-five mortality is 7 per 1,000 in high-income countries compared with 120 per 1,000 in low-income countries—yet worldwide progress has been made in such areas as the use of diarrheal rehydration therapy and, particularly, immunization. Since the launch of the Expanded Program on Immunization (EPI) in 1974, vaccination programs have been one of the world's most cost-effective public health strategies. As a result of universal immunization campaigns in the 1980s, over 70 percent of children globally received the basic six vaccines. Yet coverage has stagnated since then, due in part to a decline in funding for immunization communication, and differences in coverage between lower and higher income countries continue to be severe (for example, 17 countries in Sub-Saharan Africa have complete immunization coverage levels under 50 percent).

Even when services are available, a substantial number of caregivers still fail to complete the immunization schedule, in part due to a lack of communication about differences in types of immunizations, the introduction of new vaccine types, and adherence to immunization schedules. In addition, health authorities in some countries have faced public skepticism about vaccine safety. All of this points to the need for continued advocacy for immunization

## CASE STUDY

**Box A.3.8 Political Commitment to Population and Health  
Communication in Egypt, 1980–2006**

The Information, Education, and Communication Center of the State Information Services (SIS) is Egypt's lead agency in behavior change communication for family planning and family health, with a mission to contribute to national development by using strategic communication to help all Egyptians plan their families and achieve better health. Founded in 1979 by the government, the SIS-IEC Centre has for nearly 30 years coordinated the talents of Egypt's leading celebrities, artists, planners, media personnel, medical experts, religious leaders, and NGOs in creating programs that have captured the imaginations of two generations of Egyptians.

Programs in the 1980s and 1990s built awareness of the link between population growth and family well-being. President Hosni Mubarak's 1986 policy statement, "Over-population swallows all development. . . . Family planning is the solution," created political commitment at the highest level. Endorsements of this policy came from religious and political leaders at all levels, and popular celebrity involvement helped put family planning on the public agenda. Entertainment education (for example, the popular "Doctor's Diary" featuring actress Karima Mochtar) focused attention on social norms and attitudes, most notably around husband-wife communication and increased male responsibility for reproductive health. Service quality improvement efforts, such as the Gold Star program, backed up rising demand for contraception, and in 1994 interministerial collaboration was formalized with a partnership between SIS and the Ministry of Health and Population to provide quality improvement communication. Since the year 2000, the focus has been on supporting a new generation committed to households and communities as producers of health. The national *Mabrouk* (Congratulations!) initiative treats marriage as the entry point to a lifetime of good family health with media-based and community-based programs on nutrition, second-hand smoke, hygiene, handwashing, avian flu prevention, hepatitis C prevention, and HIV/AIDS awareness. Community outreach by NGO volunteers—both male and female—links traditional male *dawar* councils and *Arab Women Speak Out* empowerment workshops with village health committee structures. Private sector pharmacies are linked through a national "Ask-Consult" network, as a first source of contact for basic health information, home health products, and service referral.

The result is an increase in contraceptive use by married women of reproductive age from 24 percent in 1980 to 59 percent in 2005. The average number of children borne in a woman's lifetime dropped from 5.3 in 1980 to 3.1 in 2005 (El-Zanaty and Way 2006). Maternal and infant mortality rates have declined along with the fertility rate. There are 39 million fewer people today than were projected in 1979 and Egypt is on track to achieve replacement-level fertility by 2017.

Source: Robinson and El-Zanaty 2006.



## CASE STUDY

### Box A.3.9 Growing Popular Support for Children's Immunization in Colombia

The *Puye* campaign in Colombia was developed by the Ministry of Social Protection, the United Nations Children's Fund (UNICEF), the Pan American Health Organization (PAHO), and the National Health Institute in 2003, with the purpose of supporting the regular program of vaccination and stimulating sustainable mechanisms of supply and demand for vaccination services. The name of the campaign is a play on words in which the term *puyar* refers both to the action of injecting vaccines and a popular expression meaning "to demand, to hurry up, or to press for."

On top of routine information campaigns about immunization, *Puye* tried to motivate parents to be on the alert about the vaccines their children need; to motivate neighbors and friends, to remind parents about vaccination; and most importantly, to motivate authorities, to act in favor of vaccination of children of their municipality or department.

An evaluation of the program in 931 municipalities (526 that received traditional campaigns and 405 that received *Puye*) over a five-month period found that immunization coverage improved monthly in 77 percent of the *Puye* areas compared with only 48 percent of the non-*Puye* areas.

*Source:* Salamanca 2004.

and other child survival initiatives, particularly those that take into account local sociocultural and political influences (box A.3.9).

### **HIV/AIDS**

One of the brightest spots in global health communication has been in the area of HIV/AIDS prevention and care. Huge new communication initiatives have been launched to advocate for increased access to and use of AIDS drugs, accompanied by massive efforts to reduce risk factors (individual, social, and structural) associated with heterosexual, homosexual, mother-to-child, and other forms of transmission. Linkages between AIDS, tuberculosis, malaria, malnutrition, and other diseases are being publicized and addressed through the Global Fund, leading to coordinated country-level plans, changes in national health policies and increased funding.

Much AIDS research during the 1980s and early 1990s focused on counting such things as the number of sexual partners and the frequency of sexual practices. But more recent research experience with sexually transmitted diseases has shown that the relationship between

positive attitudes and healthy behavior is neither simple nor linear (see Terry, Gallois, and McCamish 1993; Maticka-Tyndale et al. 2004; Sandfort 1998; Sukda 2000). Behavior change models based largely on rational, volitional thinking overlook the importance of emotional and contextual factors related to sexual practices (Servaes and Malikhao 2004; Malikhao 2005).

Information about HIV/AIDS is more effective if exchanged through dialogue and debate, rather than merely transmitted, and healthy behaviors are more likely if decided through negotiation. Consequently, since the 1990s, research has shifted toward a perspective in which people are seen as the agents of their own change, but in relation to social norms, policies, culture, and supportive environments. AIDS communication programs are more likely to take these factors into account—and in locally appropriate ways—when they are developed and implemented through partnerships with stakeholders and local infrastructure (Deane and Scalway 2003) (box A.3.10).

Mass media campaigns, using appropriate communication strategies and local idioms, are an essential element of strategy, but they need to foster—sometimes in conjunction with other communication approaches—inclusive public discourse about the complexity of and differing views around HIV/AIDS and the fundamental normative and structural changes necessary to reduce AIDS and care for people living with HIV/AIDS (PLWHA). Coordinated behavior change and other communication efforts, supported by a positive policy environment, must be integrated into national HIV/AIDS programs that engage government, local and national media, and civil society (DFID 2004).

Stigma continues to be a major impediment to progress in preventing and treating HIV infection, a problem that is readily addressed by communication programs (box A.3.11). Approaches such as the ongoing Treatment Action Campaign (<http://www.tac.org.za>) have moved from merely disseminating messages to fostering an environment where the voices of people living with HIV/AIDS can be heard and their needs moved to the center stage of dialogue and action. Increased representation of PLWHA and of their perspective on living with HIV in the mass media can help bring previously taboo subjects into the light of day and raise the importance of HIV/AIDS prevention, treatment, and care efforts on public and policy agendas. And modeling community dialogue and discussion among partners through mass media has been shown to increase public discussion

## CASE STUDY

### Box A.3.10 Young, Empowered, and Healthy in Uganda

In Uganda, a current youth reproductive health program, Young, Empowered, and Healthy (YEAH), uses a radio serial called *Rockpoint 256* to raise questions about culturally based attitudes toward transactional sex, the quest for multiple partners, sexual coercion, and alcohol abuse (Center for Communication Programs 2006b). The serial models not just individual behavior but also community response to and adult support for changes that will protect the reproductive health of vulnerable women and youth. A second phase of the program focuses on creating public dialogue about what it means to *Be A Man*, thereby shifting gender norms away from male control and toward male responsibility and gender equity. At the launch of the *YEAH* radio serial in December 2005, youth writers and producers successfully defended the serial's frank treatment of youth sexuality against threats by the First Lady of Uganda to cancel the program. They argued successfully with the First Lady that open public discussion was necessary to break through taboos and shift social and gender norms that put Uganda youth at risk of unplanned pregnancy and HIV/AIDS.

Using their own resources, local and regional youth groups that collaborate under the *YEAH* program organize and implement community activities with schools, clubs, and church groups. Through these activities, young men and women explore traditional male and female gender norms and their impact on sexual relationships, health, and social well-being and encourage adult community leaders to confront tradition and support youth in their quest for respect and better reproductive health. After only three months of program activity, survey research shows that gender norms are already beginning to shift. Young men ages 15–24 years old who have been exposed to the *Be a Man* program are less likely to say that men should make the decisions about sex, that men need to have other women, that women who carry condoms are easy, and that there are times when a woman should be beaten.

about AIDS, disclosure of one's HIV status, and utilization of voluntary counseling and testing (Kelly et al. 2005).

## APPLYING HEALTH COMMUNICATION TO POLICIES AND PRACTICES

Challenges remain ahead for the health communication community, including practitioners, academics, and policy makers.

### Valuing and using different types of evidence

This selective research review illustrates how communication can be mobilized to influence individual behaviors, as well as shift power

## CASE STUDY

**Box A.3.11 Integrated Communication Campaigns Inspire Collective Action and Reduce Stigma in South Africa**

*Soul City*, a South African NGO, employed national television and radio entertainment-education programs, complemented by newspaper supplements and a national advocacy strategy involving lobbying of government and decision makers, to address a wide range of issues from HIV/AIDS and youth sexuality, domestic violence, sexual harassment and hypertension, to small business development and personal finance. Evaluation data from two points in time (1999 and 2000) measured 80 percent reach among members of the intended audience. Public marches mobilized by Soul City helped support passage of anti-domestic violence legislation in 1999. Anecdotal evidence suggests increased collective empowerment and collective action as a result of community action modeled in an entertainment education series, including one case in which a township was inspired to fight back against economic exploitation and renamed itself “Soul City” in recognition of the source of their motivation (Scheepers et al. 2004).

The evaluation of another HIV/AIDS-related television serial, *Tsha Tsha*, produced by the South Africa Broadcasting Corporation, Curious Pictures, and another local NGO, the Centre for AIDS Development Research and Evaluation (CADRE), found large differences between viewers and nonviewers even after controlling for factors that predict access to and exposure to the drama. Viewers were more likely to have positive attitudes about HIV issues addressed in *Tsha Tsha*, including stigma toward people living with HIV/AIDS; were more likely to practice HIV preventive behaviors, such as abstaining from sex, being faithful to one partner, having sex less often, using a condom to prevent HIV; and were more likely to undergo voluntary counseling and testing to determine their HIV status. Viewers also reported an increased sense of responsibility for the well-being of others as *Tsha Tsha* portrayed the dynamics of living openly with HIV and the problems and challenges involved in sharing one’s status with others. It provided strong, positive images of young people confronting their HIV positive status (Kelly et al. 2005).

relations, cultural practices and norms, policy frameworks, economic status, and other social and political realities affecting health. However, different kinds of evidence exist for different types of outcomes with the evidence for social structural change (for example, empowerment, equity, policy change) more likely to be anecdotal or qualitative and evidence for individual change (for example, behaviors including participation, efficacy/self-confidence, gender attitudes, and social norms) more likely to be quantitative. Both types of evidence are important and both support the conclusion that communication, properly employed, is a powerful force for

social change. Anecdotal and qualitative evidence invite different kinds of inferences than quantitative evidence and may resonate with some audiences better than others. And while it is possible to quantify higher-order changes, such as cultural and structural shifts over time, to do so requires methodological approaches that few projects have the time, resources, or donor support to undertake.

### **Working across sectors**

Complex health issues have forced health practitioners to address a number of issues that cut across different sectors. The HIV/AIDS component of the Danida health and education sector programs in Mozambique is an example of bisectoral collaboration that is now being expanded to include the agricultural sector.

### **Working within regions**

Natural disasters and emergencies have demonstrated the need to design and implement regionwide strategies. The tsunami disaster showed lack of cooperation in both the immediate emergency and the subsequent responses. On the contrary, the international response to the potential avian flu pandemic suggests increasing coordination and cooperation to implement regional plans and strategies. Several international initiatives (for example, GAVI, PEPFAR, Roll Back Malaria) have provided strategic guidance for global and regional responses to health challenges such as immunization, HIV/AIDS, and malaria. However, the communication component within these regional and global strategies is often limited to dissemination efforts and it lacks specificity on the role of communication.

### **Addressing broad societal issues that affect health**

Lifestyle and urban planning issues are two key entry points to public health in the modern world, whereby communication cuts across a number of issues that have societywide implications. The transformation of Colombia's capital, Bogotá, and its implications for health, are a good example of this. Through an intervention focused on three components—citizenship and culture, moral values, and a renewed regulatory framework—the city went from being a

chaotic metropolis to the prime example of urban development in the region.

### **Monitoring, evaluation, and indicators**

There has been an increased emphasis on moving from a focus on behavioral impact to a focus on process and how that affects both individual and population-level health outcomes. Increased focus on process will provide deeper understanding of the nuances and particularities of development and health, especially those that remain embedded in cultural practices. A focus on context and communities as units of analysis has emerged as critical to an understanding of the effectiveness of interventions in health promotion and communication. Unfortunately, the politics and economics of public health communication leave little room and resources for longitudinal approaches, particularly under the realization that health changes take time. Two initiatives that may help overcome this short-term perspective include (a) engaging universities to develop longitudinal and external monitoring and evaluation as an academic and scientific challenge and (b) encouraging donors to consider funding longer (5- to 10-year) initiatives rather than shorter (1- to 3-year) initiatives.

The discussion on monitoring and evaluation also has brought increasing attention to issues of indicators in health communication. The most significant change over time is the increased attention given to process indicators, such as the ones outlined in the Communication for Development and Social Change Framework, and to the role qualitative approaches could play in this context and move from impact to also include process and from effects to also assess leadership, accountability, and other dimensions.

### **Increasing the focus on human resources and capacity building**

Over the past decade, many developing countries have moved toward increasing decentralization of their health systems; thus, availability of human resources at national, regional, and local levels has emerged as a central element to ensure effective health interventions, including health communication. The theme of the 2006 World Health Day highlighted this issue as it focused on human resources as its theme. Health communication capacity needs to be developed both in service and preservice settings as well as across disciplines in public health.

### **Developing health communication competencies**

The discussion on human resources highlights the importance of focusing on competencies needed to develop effective health communication interventions. This is true both for practitioners originally trained as communicators, who, generally speaking, come to the field with little understanding of social mobilization, social and behavioral theories, and sustainable change, and for practitioners trained in public health and other areas, who come to the field with little understanding of communication issues. Training institutions, particularly universities, should play a central role in this effort. Efforts made in the past have aimed at identifying and operationalizing key competencies for development and health communication. These contributions might be brought more intensely before academic institutions in efforts to create training programs that could train a critical mass of practitioners with core competencies in health communication.

### **Refocusing funding priorities**

A realistic approach dictates that the challenges could be met only if sufficient and adequate funding is available to implement necessary programs. While the international public health community has allocated significant resources to a variety of areas in public health, resources allocated to health communication are limited and/or earmarked for specific health themes, which complicate cross-sectoral or cross-cutting approaches. Increased funding should be aimed at assessing the value added by health communication to public health efforts (especially those linking health and social outcomes), exploring new methodologies to monitor and evaluate interventions, and strengthening long-term efforts for human resource development.

### **Making a distinction between typologies of health problems**

Carefully tailored communication interventions emerge based on a profound understanding of the health problem encountered and, at the same time, draw on the generic options about individual behavior, policies, and environmental factors. For example, in the case of a communicable disease such as malaria versus a cardiovascular disease, malaria requires handling the problem of individual behavior vis-à-vis

the risk of mosquito bites. However, it also requires attention to policies on access to both prevention (bed nets) and treatment. Malaria requires some attention given to the waters where mosquitoes breed, while cardiovascular diseases are linked to lifestyles acquired over time such as physical activity, smoking patterns, food patterns, and the like. However, cardiovascular diseases will also require attention both to individual behaviors, policy, and environmental factors.

***Making a distinction between emergency diseases and development-oriented health problems***

Emergency diseases such as SARS or avian flu require very different communication responses compared with the long-term development-oriented health challenges posed by HIV/AIDS. Typically, responses to emergency diseases are vertical and mass media borne, containing high proportions of information dissemination and social mobilization in response to the immediate needs demanded by the emergency. Participatory approaches take the form of social mobilization and less as longer-term empowerment strategies. HIV/AIDS contains both elements of urgency, due to the lethal dimension linked to each HIV transmission, and also to strong elements dealing with fundamental issues of poverty, gendered power imbalances, lack of voice of PLWHA, issues of stigma and denial, and so on. Despite all the differences, we see in both long-term and short-term responses the need to deal with a mix of individual behavioral patterns, policy issues, and environmental factors.

***Making a distinction between a broad-based (horizontal) versus a narrow-based (vertical) definition of the health problem***

Taking sexual and reproductive health and rights as an example, this is a crucial issue to be addressed in young nations and/or countries in transition. The broader-based definition of the issue would lead to a rights-based approach and move into issues of power and gender relations, socioeconomic determinants of the problem, and both collective and individually oriented responses. Furthermore, while vertical approaches focus on a specific health problem, the horizontal approach entails a cross-cutting view that may tackle tuberculosis, HIV/AIDS, malaria, and diabetes in one specific area. A good example of a communication vehicle with the necessary flexibility to cater to the breadth of a horizontal and vertical approach



with each of the specific diseases is the Tanzanian FEMINA Health Information Project. It deals broadly with sexual and reproductive health and rights of young Tanzanians, while managing to treat the specificities of the individual diseases and contextual factors related to them. The distinctions in definition of a health problem result in the need to define differing strategies, which again reflect different criteria for strategy development.

### **Choosing the appropriate level of intervention**

The strategic communication response may be defined not only in relation to both local community-based constituencies but also to national forum of either ordinary people or decision makers in parliament. Furthermore, the transnational, regional, and often global response mechanisms are gaining growing attention. For example, there has been, in recent years, increased recognition of HIV/AIDS not only being defined as a local or national problem but also requiring transnational response mechanisms, which have been developing over the last five years.

### **Choosing the appropriate thematic emphasis of intervention**

This ranges from focus on individual behavioral determinants to a broader socioeconomic, cultural, and political focus. In the example of polio, there has been a significant change in focus from the grand vaccination campaigns focusing on social mobilization in the late 1980s to today's broader-based campaigns with strong advocacy components. Most often, however, many organizations remain focused on behavioral interventions. Lifestyle-related health problems, such as diabetes type II, call not just for addressing behavioral dimensions but also for considering the overall development process touching upon urbanization and the consequential changes this has upon everyday life.

### **Focusing on content, not channels**

Strategic communication, as it is understood in behavior change communication, is embedded in the logic of producing messages directed at target audiences. However, as a consequence of focusing not only on behavior change communication but increasingly

on advocacy communication, participatory communication, and communication for social change, it is resulting in altered communicative strategies. From a focus on messages, we now witness a growing emphasis on showing/representing social problems and situations, inviting the audience to engage in collective reflection and action. For example, sexual and reproductive health and rights have moved away from the narrow focus on messages of family planning to a broadly defined, rights-based strategy encompassing women's empowerment and gender roles.

## *Communication for Development in Governance*

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*“The World Bank Group has come a long way in recent years in recognizing the power of communications as an integral development tool, but we have further to go. Communications must be part of everything that we do, from our operational work in projects, to our policy research, to our engagement with clients and other partners.”*

—PAUL WOLFOWITZ, PRESIDENT, WORLD BANK  
REMARKS BEFORE THE GLOBAL COMMUNICATIONS FORUM (2006)

### **APPROACHES, THEMES, AND LEVELS**

The critical importance of a free and balanced flow of information to an engaged and active civil society, through an independent media and transparent government, has long been acknowledged. Article 19 of the Universal Declaration of Human Rights guarantees that “everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive, and impart information and ideas through any media, and regardless of frontiers.”

Implied in Article 19 is the connotation that the media are potential champions of the poor, oppressed, and politically suppressed. However, in the 60 years since the Declaration of Human Rights was promulgated, reality has often been sadly at variance with these intentions. Now, in a 21st-century society where the means of communication have developed exponentially, possibilities for community empowerment and access to information have

also expanded. The furtherance of media and communication processes in support of increased information flows, accountability of governmental authorities, transparency, anticorruption measures, and increased democratic reform that guarantees political participation for all citizens are all now firmly on the governance agenda.

Communication plays a pivotal role in improving governance in developing countries. Governance may be defined as (a) the process by which governments are selected, monitored, and replaced; (b) the capacity of the government to formulate and implement sound policies effectively; (c) the respect of citizens and the state for the institutions that govern economic, political, and social interactions among them; and (d) the capacity for active and informed economic, social, and political dialogue among citizens within a public sphere.

Communication also enhances public participation. Participation and monitoring mechanisms may be situated in national efforts to improve public sector performance, increase transparency, and reduce corruption. A system of checks and balances, in which communication is one of the key elements, is designed to achieve accountability among and within various agencies of government, to manage conflicts of interest in the public sector, to disperse power effectively through increasing public participation, and to limit situations conducive to corrupt behavior. The effective management within the public sector relies upon these systems of accountability (World Bank 2006b).

Governance also incorporates attention to the public sphere, in which informed citizens actively engage in dialogue on political matters. Communication enhances the potential for civil society to hold governmental authorities accountable as well as to engage in political decision making. Empowering citizens to demand accountability and participation in decision making is critical to good governance. Participatory communication can only foster in an environment of freedom from political, economic, and social pressures.

The governance theme may be further categorized in terms of the following issues: (a) public institution governance; (b) local government and communities; (c) anticorruption, accountability, and institutional transparency; (d) economic reforms and infrastructure for service delivery; and (e) role of the media in monitoring institutional governance.

### **Public institutions governance**

Active participation of citizens and civil society groups in policy making is now widely considered a sound investment and a core element of good governance, as it allows governments to tap wider sources of information and improves the quality and participation of the decisions reached by institutions at all levels. Citizens' participation and civic engagement take several forms, but each of them has at its core interactive communication models.

According to a number of international organizations, including the OECD and the World Bank, governments, in strengthening their relations with citizens and their participation to policy making, should ensure that information flows and communication channels are complete, objective, reliable, and accessible. More importantly, consultation, participation and dialogue with citizens should foster active political participation.

Effective communication in public sector institutions is a primary function of institutional performance, as well as its leadership. It is through clear and consistent communication of the practices, values, and objectives of the various public sector bodies to staff, management, and external stakeholders that the public sector most effectively supports good governance outcomes and contributes to stakeholder confidence in the public sector. In particular, openness, integrity, and effective communication are vital prerequisites of good governance. These qualities contribute to, and are implicitly linked with, other principles such as disclosure, commitment, and integration to ensure accountability in the use of public assets in the quest to achieve stated goals and objectives and required performance levels.

Communication can significantly improve public sector performance and policy formulation when members of institutions convey information and engage in dialogue with citizen groups. Moreover, communication can play a vital role in facilitating new public sector dynamics such as cross-agency governance arrangements and policy design, which are becoming more common as public sector organizations and governments seek to address increasingly complex and/or wide-ranging policy issues. Such arrangements are also facilitated by the application of new information and communication technologies that enable the rapid formation of virtual organizations to perform specific policy or operational tasks.

Commitment to information technology, however, should be based on a critical assessment of local conditions and needs. It should be realistic and not intrusive so as to operate in harmony with existing communication channels in promoting popular participation.

### **Access to public sector information**

Governance entails public debate and open, participatory decision making; hence, the organization of interest groups and the free exchange of ideas, opinions, and information are essential to good governance. Addressing the information and communication needs of the poor and other oppressed groups is also essential, particularly when basic information concerning human rights and entitlements, public services, health, education, employment, and the like, is lacking. These groups also lack visibility and defining policy priorities and accessing resources.

The public sector is the single biggest producer of information in the developing world. Examples are demographic data, economic statistics, geographic information, business information, and local-level government information. This information resource has a considerable social and economic potential, which is untapped most of the time. Public sector information is an important economic asset: it constitutes raw material for new services, improvement of already existing services, and facilitation of commerce and trading. The presence of readily available information products based on public sector information could greatly facilitate the functioning of society as a whole. There are, however, a number of barriers that hamper the realization of the full economic and social potential of public sector information in developing countries.

### **Local government and communities**

There is a growing consensus among development agencies, NGOs, and development practitioners that good local governance creates the conditions for sustainable development and poverty reduction by increasing citizens' participation in the local development process. Local authorities and civic groups can be influential in delivering quality services to local citizens. If they are to fulfill these roles effectively, good communication is essential to manage and answer the most pressing questions of local development: Do these local

government reforms offer new spaces and significantly increase popular participation in governance? Do local governments appreciate the potential embedded in local media? What are groups working on participation doing in relationship to governance? What participatory methods can be used? A growing body of literature demonstrates ways citizen input can be linked to policy-making processes and can improve perceptions of local government legitimacy (Renn, Webler, and Wiedemann 1995).

Local governments and citizen participation play a major role in this effort by ensuring more effective and accountable local infrastructure and service delivery for the poor and by improving dialogue among different entities, including the state, local communities, and the private sector. For the last 20 years, the concept of participation has been widely used in local development, referring primarily to community activities. This concept has now been enhanced to incorporate citizenship rights and local democratic governance. Nowhere is this seen more clearly than in the multitude of new programs for decentralized governance that are found in both Southern and Northern countries.

Part of the international donors' and NGOs' local development strategies involves building partnerships and communication channels with and between national institutions, local authorities, community organizations, civil society, the private sector, and citizens. These strategies also involve promoting policy and institutional reforms to enable the transfer of powers and financial resources to more effective and accountable local spheres of government. Popular education and communication activities methodologies are needed to strengthen citizens' awareness and responsibilities under new local governance legislation.

Monitoring and evaluation of the communication activities should be undertaken at multiple levels and particularly in local communities. Fortunately, local authorities have increased their monitoring and evaluation activities in recent years, although most of such work is still conducted in-house.

### **Anticorruption, accountability, and transparency**

Civil society organizations (CSOs) and citizens play a key role in fighting corruption. In so doing, they constitute an effective self-governance tool. The OECD, World Bank, EU, Transparency Inter-

national, and other bodies widely recognize the role that an informed civil society plays in fighting corruption and advocating for more accountability and transparency in government. But what does this mean from a communication standpoint?

CSOs and the general public have taken advantage of multiple communication channels, both to support the monitoring processes and to denounce corrupt government practices. They have done so through various practices, including the encouragement of ombudsmen and whistleblowers.

The EU placed communication as one of the linchpins of anti-corruption efforts in countries seeking accession to EU. “Communication on a Comprehensive EU Policy against Corruption” ensures that independent media and the free flow of information are among the most important anticorruption efforts a country can make. Communication also helps the process of demystifying and depersonalizing government—opening up information, informing citizens of their legal rights in dealing with government, and publishing staff manuals that are easily accessible to department users, contractors, and think tanks. An increasing number of studies suggest that media prevalence can be linked to improved delivery of government services because media coverage creates pressure for accountability (Adsera, Boix, and Payne 2000; Besley and Burgess 2002).

Efforts to fight corruption and realize transparency, however, have concentrated mainly on economic transparency at the level of governments and projects. Of equal importance is attention to transparency at the policy formulation level of development goals and projects. Inasmuch as development goals are mostly determined by international agencies that are largely influenced by the North, the funding of development projects in countries of the global South are mainly based on Northern constructs of development. Development is primarily viewed within economic and political points of reference that are often in conflict with economic, social, cultural, or political points of reference of countries in the South. Transparency at the policy level requires the adoption of universal constructs of development that take into consideration cultural, as well as societal particularities.

### **Economic reforms and infrastructure for service delivery**

Economic reforms and infrastructures constitute a significant part of the donors’ lending and technical assistance programs to developing

countries. Such reforms go to the core of the norms around which societies are organized, thus affecting the relationship and informal interactions between institutions and citizens. Such reforms, therefore, require all parties to accept a significant change in beliefs and perceptions about the nature of public goods and a new balance between government responsibility, public investment, and private sector activities.

Economic reforms require a shift in the rights and responsibilities of all players and call for national mobilization of civil servants, ministries, businesses, academics, media, unions, consumers, civil society, and NGOs to move the economic reforms and infrastructure-building programs forward.

In this highly complex sociopolitical environment, economic reforms and infrastructure projects are under increased public scrutiny. Performance of communication activities based on product outputs (for example, number of radio and TV spots, advertisements, and so on) is no longer sufficient to meet these new demands. Constituencies want to know more about how reforms can have a significant impact on poverty reduction and the economic participation well-being of all citizens. Traditionally, many infrastructure projects have often been accompanied by controversy. In this respect, a communication role has often been that of damage control. Within the current development context, however, communication is expected to anticipate and prevent problems, not just chronicle their efforts.

### **Role of the media in good governance**

The role of the media is critical in promoting good governance through institutional monitoring. The media are a critical element in a country's institutional accountability and anticorruption efforts. They have a dual role to play: they not only raise public awareness about corruption, its causes, consequences, and possible remedies; they also investigate and report incidences of corruption. The effectiveness of the media, in turn, depends on access to information and freedom of expression, as well as a professional and ethical cadre of investigative journalists.

When the media are working well, they prevent corruption via their monitoring activities. Investigative journalism may reveal inequities and violations and, by doing so, reinforce social values. In



a very practical sense, they may also reduce the incidence of corruption in both the public and private sector. By the same token, in an environment of free speech and a free press, the media perform a watchdog function and expose social injustices wherever they occur. In an open, pluralistic, and developed society, the media are a particularly effective tool for exposing and preventing corruption; they are successful at this, because corruption cases usually make the news.

In recent years, the word “governance” has been integrated into the language of development and social change. The term has a wide range of connotations and understandings, often depending upon the stance of the organization, body or authority involved.

In one example, Australia’s overseas aid agency, AusAID (2000: 3–6), has a broad view of the subject:

*Effective governance means competent management of a country’s resources in a way that is fair, open, accountable, and responsive to people’s needs.*

*Good governance is the basic building block for development. It is the most effective investment that Australia can make in promoting sustained growth, improving living standards, and reducing poverty.*

*Support for good governance is not restricted to central governments, but must be adopted by service delivery areas of partner governments, local administrations, civil society, and the private sector.*

In addressing the various constituencies and improving governance, AusAID has targeted five key areas:

- Improved economic and financial management
- Increased public sector effectiveness
- Strengthened law and justice
- Development of civil society
- Strengthened democratic systems

The World Bank has made governance its central plank in lending decision making, while some country programs consist entirely of funds for this sector. In 2005, World Bank lending for governance,

public sector reform, and rule of law totaled some US\$2.9 billion, constituting 13 percent of the bank's new lending for the year.

Apart from specific lending programs, governance and anti-corruption measures are mainstreamed in all World Bank country strategies, especially in those countries prone to corruption. The Bank's work on governance covers anticorruption, administrative and civil service reform, decentralization, public financial management, tax policy, and legal and judicial reform. Demands for good governance are expressed through media development, participation, and social accountability measures.

The role of media in good governance initiatives is a relatively new area of concentration for international agencies and donors. In 1999, the World Bank's vice president for East Asia and the Pacific, Jean-Michel Severino, put it this way:

*We have seen the need for clean, open, and effective institutions, and we recognize the corrosive effect of corruption, both on investor confidence and also on those institutions and investment decisions. A free press, informed, and well trained in the skills of analysis and investigation, may be one of the best resources a country can have in managing the challenges and taking advantage of the opportunities presented by the globalized economy.*

The difficulties facing international agencies, donors, and NGOs in assisting the strengthening of communication processes to better combat poor governance issues are manifold. The World Bank itself has admitted that it "does not have the authority to demand press freedoms in its borrowing countries" (Severino 1999: 2).

UNESCO is another international organization with an ongoing program supportive of press freedom and governance. Its 2005 World Press Freedom Day theme was devoted to the subject. The Final Declaration of the global conference stressed "independent and pluralistic media are essential for ensuring transparency, accountability, and participation as fundamental elements of good governance and human-rights based development." It also called on UNESCO's member states to "respect the function of the news media as an essential factor in good governance, vital to increasing both transparency and accountability in decision-making processes and to communicating the principles of good governance to society" (Matsuura 2005).

The dilemma facing the international community in this domain is in translating words into actions through a positive interface with national governments and in-country authorities and in combating attempts to derail the process and deny the citizenry access to the information needed to improve lives.

## **EVIDENCE AND VALUE ADDED BY GOVERNANCE AND DEVELOPMENT**

Relative to other development themes, such as health, communication in support of good governance represents a relatively new field and one with a unique set of challenges. Further study will be required to provide evidence of successful practices in different development sectors. The following cases illustrate the promise and potential of development communication in the governance arena.

### **Voices on the Breeze: Communication for empowerment in Zambia**

Until 2003 when Breeze FM came on the air, the people of Chipata in eastern Zambia had little involvement in the content of their local radio broadcasting. Information came from two main sources: government radio stations, which broadcast from the capital city, Lusaka, located some 600 kilometers away, and civil society and religious sources. The communication was largely one-way and was about issues that the government, civil society, and church organizations thought were important for the people. Two things were missing: relevant and localized information on the issues that most affected and most concerned people in the region and the opportunity to discuss and bring to public attention their concerns and perceptions.

When Breeze FM opened in the provincial town of Chipata in 2003, the situation changed. The commercial station prided itself on serving the community. It hired a retired school teacher who soon became known as “Gogo” (grandfather) Breeze. Gogo Breeze is pioneering a new type of journalism. Every day he travels on his bicycle from township to township and village to village, meeting and talking to people about their lives and problems. In addition to recording their long-ignored folklore and music, Gogo Breeze follows up on people’s complaints and grievances. He covers distances of up to 70 kilometers responding to the requests from villagers to

visit their areas. When at the station he spends a lot of time receiving ordinary folk who come into town.

Other programs include the most popular “Letters from Our Listeners,” in which people, young and old, ask for his assistance in resolving issues ranging from family and community conflicts to poor governance and service delivery at central, provincial, local, and traditional levels. The government is slowly waking up to the fact that the local radio station is more effective in communicating important information to the public than its own national station and, as a result, it is beginning to work with the Breeze station on agricultural, education, environmental, and health issues (Jacobson 1997: 86, 88–89).

### **Not just radio: India and the rural newspaper revolution**

India has undergone more dramatic and rapid change in its media landscape perhaps than any other country, characterized particularly by a dramatic liberalization and an explosion of satellite television. A less documented, but no less significant, revolution is taking place in its rural newspaper industry.

In many countries, people living in rural areas are considered to be a low priority for newspapers. Distribution is expensive, news-gathering difficult and advertisers are often uninterested in a population with so little purchasing power. In India, however, rural areas are increasingly important business for newspapers. In many Indian states, including Madhya Pradesh, Bihar, Jharkhand, Chhattisgarh, and Uttar Pradesh, newspapers have fine-tuned their publication and delivery schedules to deliver newspapers by 6 a.m. to villages (or at least those that are close to roads), in every district of the state. A market for newspapers has been created by growing literacy rates, improved roads and other communications, increased purchasing power, and increased hunger for information of all kinds. Newspapers, which have found their urban markets declining or stagnating, and advertising income leaching to television, have been forced to look for new markets.

Local newspaper editions are now important information channels for development agents at the village level. CSOs have been able to get community news, including women’s news, as well as to publicly raise these issues in the wider society. This development has

been reported to add transparency to the dynamics of political parties, generating discussion on given policy options. On the other hand, Sevanta Ninan, an Indian media researcher who has written extensively on this revolution, argues that the revolution has its drawbacks. “Rural scribes are loose cannons. They inform, but they also sensationalize and trivialize.” The newspaper revolution has also tended to be driven by profit maximizing, rather than development concerns. The Indian government is resisting pressure to liberalize radio broadcasting and this in turn has prevented the emergence of a vibrant community radio sector. Rural newspapers are in some respects filling this gap, providing an obvious point of engagement for those working to improve governance.

### **Communication for empowerment in Peru: Citizens’ Media Watch**

Citizens’ Media Watch brings together 11 CSOs to monitor the quality of the mass media in Peru. Founded in 2001 and hosted by the NGO, Calandria, it consists of the National Association of Advertisers (ANDA), UNICEF, communication faculties of several different universities, and a web of interested specialists and opinion leaders. There is also a group of volunteers from seven cities: Lima, Arequipa, Cusco, Puno, Iquitos, Trujillo, and Chimbote. The principal objectives of Citizens’ Media Watch are to mobilize civil society institutions to work toward better-quality mass media content; make visible citizens’ opinions regarding the media; educate and mobilize citizens to achieve the right to voice their opinions; and influence the authorities, entrepreneurs, and media themselves to see their responsibility in communicating with Peruvian audiences. Citizens’ Media Watch claims that it is currently the only institution in Peru dedicated exclusively to monitoring media for better quality and to offering mechanisms for citizen participation. Through Media Watch, citizens can express their opinion about media.

### **Ter Yat: The Ugandan megaforum**

*Ter Yat* is a weekly political talk show broadcast on Mega FM, a community-based radio station in Gulu, northern Uganda. It was established explicitly to increase dialogue and public understanding in order to defuse tensions. Supported by DFID, but run on a com-

mercial basis, the station broadcasts 24 hours a day, and has a strong emphasis on development programming. Unlike most other radio stations accessible in the region, it broadcasts in Luo, the local language. Audience research suggests that it is listened to by more than half a million people. *Ter Yat* is one of the most popular programs on the station. It is broadcast on Saturday mornings. Political leaders and opinion makers discuss issues of regional and national importance. Ministers, members of parliament, religious leaders, politicians, and rebels talk in the studio or by phone and give their views on the way forward to peace and development.

### **THE POTENTIAL FOR DEVELOPMENT COMMUNICATION IN THE FIELD OF GOVERNANCE**

Communication provides the foundation necessary for the facilitation of good governance, through promotion of effective government, accountability, and the active engagement of participants in civil society. The above examples illustrate how local radio and newspaper systems can engage citizens in relevant political dialogue and decision making.

It is important to note that good governance and good government are not the same. Good governance is based on the participation of all people concerned. Focusing on the operation of governmental institutions, such as decentralization, does not go far enough. Decentralization does not always signify democratization. In reality the motives for decentralization may hide a central authorities' desire to dispense with certain obligations while tightening their control in other areas.

In order to promote participation, it is important to reinforce independent and pluralistic media. For media to be able to offer a critical view of government, political and economic systems must enable the media to operate in as open a public sphere as possible. Press freedom is never guaranteed, particularly when media industries are commercialized—even in a democracy. Apart from creating the appropriate political and economic environments for a free press system, it is crucial to educate journalists to the highest ethical and professional standards possible.

These issues are relevant to all media systems, especially print and broadcasting. They also address ICTs' potential to promote governmental transparency and to engage civil society in yet to be

defined ways. Discussions of relevant media systems must take into account the expectations and aspirations of the communities involved. For the media to provide a useful public sphere for political dialogue, technological systems, content, and language need to be accessible by local communities. In addition, although most of this discourse tends to focus on the importance of news and information systems, the critical role of popular culture in political socialization should not be overlooked.

## *The Role of ICTs in Communication for Development*

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*“We, the representatives of the peoples of the world, assembled in Geneva from 10 to 12 December 2003 for the first phase of the World Summit on the Information Society, declare our common desire and commitment to build a people-centered, inclusive, and development-oriented Information Society, where everyone can create, access, utilize, and share information and knowledge, enabling individuals, communities, and peoples to achieve their full potential in promoting their sustainable development and improving their quality of life, premised on the purposes and principles of the Charter of the United Nations and respecting fully and upholding the Universal Declaration of Human Rights.”*

—DECLARATION OF PRINCIPLES: WORLD SUMMIT  
ON THE INFORMATION SOCIETY, 2003

ICTs can be vital tools in Communication for Development efforts to achieve the Millennium Development Goals in health, education, and community development and in a number of other initiatives. They can deliver a range of services, help capacity building, empower communities, and bridge social divides. For example, rural artisans in Thailand are now able to use the Internet to market their crafts to a global audience. Urban women in Senegal use the power of technology to advocate for gender policies on employment and to increase support for environments more conducive to entrepreneurial activities by women. Access to and use of affordable information are critical to human survival—

be it access to information on public services and the delivery of health services, the price of agricultural commodities, or the latest information on the weather. How to access and leverage information in the planning and execution of development remains a key issue that has been prioritized by governments, nongovernmental agencies, and civil society.

With the benefit of hindsight and based on evidence from the field, it is now clear that the success of ICT projects is conditioned by an integrated approach to development and social change. ICTs are not a panacea to all development problems and cannot by themselves contribute to sustainable development. ICTs require enabling political and cultural environments and supportive infrastructures in order to succeed.

Projects need uninterrupted supplies of electricity along with technical and logistical support, availability of technical know-how, and back-end services. The success of e-governance projects, for example, may rest on the availability of government information, adequate turnarounds of response, and the availability of accessible hardware and affordable services. In other words, ICT projects require an integrated approach, an enabling environment, and the required capital expenditures. All too often, ICT projects are stand-alone initiatives relying too much on the technological capacities of such tools, neglecting other crucial considerations.

While governments; nongovernmental agencies, such as the World Bank and the FAO; the private sector; and civil society continue to invest in ICT projects, there is also a vital need for comparative studies and assessments of the impact of ICT projects and their contribution to development and social change. This is essential—for without adequate benchmarks and an appreciation of successes and failures, the potential of ICT projects will remain a mystery. Agencies therefore need to continue to support ICT projects and the ancillary services they require, making sure to assess and prepare the needed environment for the effective use of these tools. The more participatory an ICT project is, the better the chances are that it will achieve its objectives. An enabling environment must include opportunities for women and marginalized sectors of society to use ICTs effectively for their development. Such involvement in the planning and delivery of ICT projects along with other stakeholders is a strategic choice that needs to be made by organizations involved in the sector.



## THE PROLIFERATION AND PROMISE OF ICTS

In recent years, much of the world has experienced exponential growth in the distribution and use of advanced ICTs. Their diffusion has accelerated rapidly in recent decades due to the convergence of what were once distinct technologies (for example, the telephone, the radio, the television, and the computer). The appearance of cable and satellite transmission systems has also sped the diffusion of ICTs. In turn, such developments have spawned powerful media industries that now employ millions of people in an “information society” of global proportions.

Wireless telephone and Internet access have grown the most dramatically of all ICTs, with subscriber increases of over 15,000 percent and 8,300 percent, respectively, between 1991 and 2003 (see table A.3.1). In fact, mobile phones are now the preferred technology among communication planners intent on providing basic telephone service to neglected populations. China, for example, is modernizing and expanding its telecommunication sector by “leapfrogging” its established land-line phone systems in many areas.

In addition to the scientific and engineering innovations that have made ICTs affordable to increasing numbers of people worldwide, many governments have deregulated their telecom sectors and, in the process, privatized what were formerly state-run industries. As a result, urban consumers in wealthy nations are now connected to sources of information and entertainment that were once beyond their means and even their imaginations.

Although the connectivity and multimedia features of ICTs have increased access to information of all kinds, the provision and sharing

**Table A.3.1 Global Access to ICTs, 1991–2003**

	1991	2003	% increase
Main telephone lines	546 million	1.21 billion	222
Mobile cellular subscribers	16 million	1.33 billion	8,306
Personal computers	130 million	650 million	500
Internet users	4.4 million	665 million	15,045

*Source:* Data derived from ITU (2003) and cited by Hudson (2006).

of such information on a global scale remain major challenges. Copyright and censorship policies restrict the flow of information, both within and across national borders. Vested interests, public as well as private, seek control of ICTs for their own purposes. Fortunately, forces dedicated to expanding people's access to and use of ICTs have emerged. The "open-source movement" is one such force. It consists of a growing number of computer programmers, software designers, and content providers who wish to expand citizens' access to information of all kinds through online collaboration and sharing (DiBona, Cooper, and Stone 2006). Open-source advocates are dedicated to the proposition that media content should be made available to people everywhere through existing network-enabled distribution systems.

### **OVERCOMING OBSTACLES TO ICT ACCESS AND USE**

Although ICTs and the information resources that accompany them are expanding at exponential rates throughout the world, they are doing so in uneven and discriminatory ways. Telecommunication and computer services still are restricted to the urban centers of most developing countries. Rural, poor, and disadvantaged persons in these nations are denied access to ICTs because they are poor and often marginalized, both geographically and politically. The fact is the vast majority of people in developing countries have never made a telephone call, much less used a computer. African nations are the most underserved by ICTs. Together, they have only 6 telephone subscribers per 100 people. Such density is less than one-tenth that found on other continents. As a result, while Africa is home to approximately 13.5 percent of the world's population, less than 2 percent of all Internet users reside there (ITU 2003).

In its 1997 Statement on Universal Access to Basic Communication and Information Services, the United Nations Administrative Committee on Coordination (ACC) concluded that most developing countries, especially the least developed countries (LDCs), are not reaping the benefits of the communications revolution since they lack the following basic services:

- Affordable access to core information sources, cutting-edge technology, and sophisticated telecommunications systems and infrastructure
- The capacity to build, operate, manage, and service the technologies involved

- Policies that promote equitable public participation in the information society as both producers and consumers of information and knowledge
- A workforce trained to develop, maintain, and provide the value added products and services required by the information economy (United Nations Administrative Committee on Coordination 1997, cited by Hudson 2006)

Whereas increasing numbers of people in North America, Europe, and parts of Asia are privileged to have telephones and computers in their homes and in their places of work, residents of poor countries are denied access to these technologies and, hence, the essential connectivity that they provide. To date, neither governments nor private companies have invested adequately in the infrastructure—trained personnel, reliable power supplies, and technical support systems—required for ICT networks to operate on a large scale. With the exception of radio, the costs associated with the installation, maintenance, and continuous upgrading of communication technologies are considered to be prohibitively high. They are likely to remain so for the foreseeable future. For this reason, the challenge of “mainstreaming” ICTs for the benefit of neglected and underserved populations in developing nations is viewed best from a community as opposed to an individual consumer or even household perspective.

## **ICTS AS CATALYSTS FOR COMMUNITY DEVELOPMENT AND SOCIAL CHANGE**

For more than 40 years, the mass media—print, radio, and television—have been addressing development needs in education, health, agriculture, family planning, and the like. Customarily, such initiatives have relied on the mass media to inform, educate, and persuade large numbers of people. By the same token, such programs have often been criticized for being technocentric and “top-down” in their approaches to community development and social change. As a result, programs incorporating new and inherently more interactive ICTs are gaining favor insofar as they connect people and communities to one another and to previously unavailable information resources.

Unquestionably, wireless telephones and other ICTs are a promising means for meeting the information needs of rural people and

other underserved populations. Cell phones typically are less costly to install and maintain than fixed-line technologies. They can be expanded incrementally, they can provide a range of voice and data services, and they can access open-source content. When planned in a coordinated way, they can also have a powerful multiplier effect on development. For example, within the past three years, the small nation of the former Yugoslav Republic of Macedonia succeeded in linking all of its 460 primary schools and all of its 100 secondary schools to the Internet. At the same time, it trained 80 master trainers and all 2,500 of the nation's secondary school teachers in Internet use (DOT-COM Alliance 2006).

On an international scale, ICTs are now used to supplement traditional classroom instruction by providing students and teachers with worldwide access to educational materials of all kinds. The networking of schools within and across regions via the Internet is also increasing rapidly. One such network, World Links, was founded by the World Bank in 2001. Now a private entity, it provides Internet access to over 1,000 school-based learning centers. Comparable Internet services have been supported in recent years by other regional and international consortia, including Schoolnet Africa, LearnLink, and the DOT-COM Alliance.

ICTs also are being deployed increasingly within the health sectors of many nations, both to extend coverage and to improve the quality of medical care in remote areas. Telemedicine services now include satellite-based emergency communications; training of medical personnel (doctors, paraprofessionals, and village health workers) via the Web; and remote diagnosis, the virtual treatment and monitoring of patients. In many respects, the communication protocols associated with these innovations are modeled on the two-way radio services established by Australia's "Flying Doctor" program, which began in 1928, and by Alaska's Rural Health Service, which was launched some 40 years later.

While ICTs are directly increasing people's access to education and health services, they also are enhancing the value of other communication media. For example, radio remains the most accessible mass medium in rural areas of many nations and is likely to remain so for years to come. Community radio stations are the prime source of information and entertainment for millions of rural listeners in Latin American countries. Stations affiliated with the *Asociación Latinoamericana de Educación Radiofónica* (ALER) and the World

Association of Community Radio Broadcasters (AMARC) have “reinvigorated” their service to village audiences by (a) providing local programmers access to Internet materials, (b) downloading audio files from portals with radio content, and (c) providing online training and other distance learning opportunities.

Telecenters have proven to be another popular means of supporting for development initiatives at the local level. They have done so by facilitating citizen access to ICT services. Telecenters typically are located in municipal buildings or in space purchased or leased from private owners. Depending on the way they are structured and the time of day, they may operate either as government and/or as commercial enterprises (that is, cybercafés). “Embellished” telecenters, in addition to fulfilling citizens’ private information and communication needs, are community driven and frequently provide a range of services in education, health, and other sectors. For example, Mali’s Community Learning and Information Centers (CLICs), operates 13 telecenters, which last year provided telecommunication services to over 25,000 paying customers and training to over 500 individuals in commercial and development-related subjects.

Unfortunately, the promise of community telecenters has not been fulfilled in many rural communities. Failure to establish adequate revenue streams is mostly to blame for their demise in most cases. Staff recruitment and retention, unreliable power supplies, problems with Internet connectivity, difficulties maintaining and replacing equipment, and lack of consumable materials, such as paper and toner for computer printers, have compounded the centers’ precarious financial circumstances. To address such problems, partial government subsidies, perhaps derived from universal service funds or other funding mechanisms, will likely be required if telecenters are to survive in rural and other underserved areas. In other words, the local community is crucial in the running of both local radio stations and local telecenters, because they demand continuity in resources in order to become sustainable. Otherwise they end up being—as it has happened in several countries—kind of “relay stations” for substance produced outside the community.

The fate of telecenters illustrates the persistent temptation within many development agencies—both national and international—to regard the latest generation of ICTs as panaceas for deeply rooted social and economic problems. The power and pervasiveness of the

media are such that they can and do promote wishful, even utopian thinking, among their advocates. When manifested in “build-it-and-they-will-come” pilot projects, such thinking produces costly and disappointing results. In order to avoid such outcomes, experience suggests that tough issues and questions must be posed at the outset of any ICT planning exercise. These include (a) the degree to which the presumed recipients of new information services are involved in their design and implementation; (b) the level of commitment, organization, training, and technical support present at different levels to sustain a program beyond its pilot phase; and (c) the ability and willingness of program participants to learn from their mistakes, to experiment with alternative funding schemes, and, when necessary, to adjust their goals and operations to meet changing circumstances.

For ICTs to have a positive and lasting effect on community development and social change, they must be controlled as much as possible at the local level. The planning of new services requires the articulation of a shared vision: one that is arrived at by negotiation among all potential stakeholders (for example, community representatives, service providers, and development sector officials). Such a vision should also set priorities on how new ICTs are going to be used—to increase access to the Internet and communication services, to provide instruction and/or training, to extend the reach of regional health clinics, and so on.

Once a new ICT network or service has been launched, the challenge is to integrate its technical and human components and to define the management, financial, and accounting procedures required to sustain it. Such arrangements and the training that accompanies them are crucial to any program’s success. It also is true that programs rarely develop exactly as they were planned. For this reason, time and flexibility are required to modify ICTs to fit changing circumstances and to continue meeting community needs.

## **ICTS FOR DEVELOPMENT EVIDENCE AND VALUE ADDED**

As noted above, ICTs are used in a wide variety of contexts around the world. These include education, job training, e-governance, e-commerce, capacity building, health care, business services, advocacy and networking, and agricultural development. Increasingly, ICTs are being used to accomplish a range of objectives—from

behavioral change to education and advocacy. Projects vary in their aims and objectives and are based on different paradigms of communication and social change. Many are motivated by the need to bridge the “digital divides” existing in many societies.

The following examples of ICT-based projects illustrate different mixes of technologies and the various paradigms of Communication for Development, incorporating top-down as well as participatory models of social change.

### **HIV/AIDS prevention in cross-border areas of the Greater Mekong Subregion**

An example of a current ICTs for development project delivering a range of objectives is UNESCO’s *ICT and HIV/AIDS Prevention in Cross-Border Areas of the Greater Mekong Subregion*. Using ICTs, the project focuses on three areas: (a) high-risk behaviors, (b) trafficking of women, and (c) drug abuse among minorities.

This project uses both directed and participatory communication to achieve its objectives. While certain components of the project, the geographic information systems for example, facilitate the mapping of cross-border migration flows and are expert-led, the radio drama is produced within a participatory paradigm and involves sections of the community in the planning of story lines and the production of the radio dramas.

#### ***Expected outcomes***

- Develop ICT learning materials for HIV/AIDS preventive education in the local languages of the GMS communities.
- Build the capacities of teachers, health workers, multimedia providers, and other stakeholders for HIV/AIDS preventive education.
- Expand the use of ICT interventions in HIV/AIDS preventive education.
- Deliver ICT-based interventions to isolated, marginalized, and vulnerable populations (UNESCO 2006).

### **The World Bank Institute’s “Virtual Souk”**

An example of ICTs in e-commerce is the Virtual Souk project for rural artisans in the Middle East and North Africa. The livelihoods

of a variety of rural artisans are under threat from the lowering of demand for traditional arts and crafts. The Virtual Souk provides people with the opportunity to maintain their traditional livelihood as craftspeople. The Virtual Souk is a system of locally controlled Web e-commerce, which aims to provide artisans from the Middle East and North Africa (MENA), often isolated from the most lucrative national and international markets and constrained in their production mechanisms by the demands of the tourists, with access to a wider market and the chance to safeguard their traditional techniques of production (World Bank 2005a, 2005b). The Virtual Souk is based on a user-friendly and multilingual Web database catalogue of products and artisans. This has enabled artisans to sell their products to anybody over the Internet. ICTs are used to facilitate the following:

- International trade in traditional craft
- The livelihoods of traditional rural artisans
- The creation of awareness of traditional culture
- Capacity building
- Networking

The project is based on a partnership between multiple stakeholders, including NGOs, rural artisans, and ICT providers.

### ***Outcomes***

More than 1,000 artisans have benefited from this project. Despite this, the lack of infrastructural capacities, shortfalls in ICTs training, lack of NGO support, and availability of and access to technology remain key issues that are barriers to the regionwide implementation of the Virtual Souk (World Bank 2005a, 2005b).

### **The Gyan Ganga Telecentre Project, Gujarat, India**

This project, jointly supported by the government of Gujarat and a private organization (n-Logue), is founded on 3,000 information kiosks used to fulfill multiple functions in a variety of locations in rural Gujarat. Using an indigenously manufactured WLL (local loop) technology, the project envisages the delivery of a range of services including economic information, e-education, e-governance, computer-mediated training, and public services information. The



project is based on cooperation among three tiers: n-Logue—that is, the overall project implementer; the local Internet service provider; and the operator of the local ICTs kiosk. It is hoped that connectivity will lead to “wealth creation,” increases in urban-rural skills and educational opportunities, better health through telemedicine, and e-governance enabled through the availability of a variety of online resources supportive of citizenship. The communication model used in this project is a combination of directed and participatory models.

### ***Outcomes***

While this project has definitely improved access to the use of ICTs and played a key role in bridging the digital divide, its implementation has been a learning experience for all concerned. The larger lessons from this project have universal validity and can be used to illustrate the strengths and weaknesses of contemporary telecenter projects. Such projects tend to be capital intensive and require infrastructural support, long-term political backing, investments in training, and the maintenance of technology, and most importantly the digitalization of back-end services. In other words, the success of ICTs projects, such as telecenters, is based on key investments in multiple support elements—from the technology itself to the software and in the “attitudes” of all stakeholders (Gupta and Agrawal 2006).

### **Women’s Voices in Kenya**

This project, which is supported by the Intermediate Technology Development Group (ITDG) and the Department for International Development (DFID), focuses on the use of ICTs for the empowerment of women in Kenya. It is part of a larger, three-nation (Peru, Zimbabwe, Kenya) project on women’s representation and advocacy for social change. In Nairobi, the project is based in two shanty towns, Mathare and the Redeemed Village. In each of these villages, women have been trained (in scripting, shooting, and editing) to use video technology to record a variety of stories on issues and problems in their lives. These stories range from the plight of AIDS orphans to shelter, land tenure, alcohol, drug abuse, and crime. These 15-minute “Telling Our Story” features have been shown on national TV, on German TV, and on the BBC. The programs have

also been used in the context of advocating for better government support schemes aimed at dealing with the issues faced by these women and the communities of which they are a part.

The communication paradigm used in this project is specifically oriented toward empowerment and advocacy for structural change. Changing the system and life opportunities are seen as essential to human development.

### ***Outcomes***

One of the major outcomes of this project has been the creation of self-confidence in women who are empowered to take hold of their lives, to realize the benefits of such control, to strengthen community, and to recenter their place at the heart of the family. Furthermore, the programs have directly led to government interventions aimed at rectifying some of the more obvious shortfalls of development in these two shanty towns in Nairobi (Women's Voices 2006).

### **Lessons Learned: Knowing How Much It Really Costs— Total Cost of Ownership**

All projects with an ICT component should consider the total cost of ownership (TCO) to ensure that appropriate measures are taken to (a) budget necessary resources and (b) maximize the benefits of technology use. While TCO is not a new concept, it has not yet been integrated fully into project design and implementation (DOT-COM Alliance 2006).

## ***Creating Enabling Environments for ICTs***

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Experience across a broad spectrum of development initiatives suggests that ICTs function best as catalysts for change when they are preceded by empirical research and needs assessments and accompanied by policy reforms and infrastructure investments at various levels. The latter include (a) the articulation of national development goals by sector that acknowledge and define the contributions ICTs are expected to make; (b) the enactment of regulatory reforms that facilitate the deployment of ICTs in cost-effective and sustainable ways, whether by public and/or private agencies; (c) the development of innovative financing and investment schemes, which

recognize that the private sector is unlikely to expand services to rural and disadvantaged groups without appropriate incentives; and (d) the enhancement of communities' capacity over time so that they can assume prime responsibility for the design, maintenance, and expansion of ICT services and networks.

## *Conclusions*

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### **THE NEED FOR NEW THINKING**

The collapse of the Soviet Union, coupled with the rise of U.S. power and globalization, necessitate rethinking the meaning of development. The breakdown of the demarcation of the First, Second, and Third Worlds and the presence of the Global North and Global South in every region of the world is a stark reality that simply cannot be ignored.

Consequently, here is a need for a new concept of development that emphasizes cultural identity and multidimensionality or multiplicity. The present-day "global" world, in general as well as in its distinct regional and national entities, is confronted with multifaceted crises. Apart from the obvious economic and financial crisis, we could also refer to social, ideological, moral, political, ethnic, ecological, and security crises. In other words, the previously held traditional modernization and dependency perspectives have become more difficult to support because of the growing interdependency of regions, nations, and communities in our globalized world.

From the criticisms of both the modernization and dependency paradigms, a new viewpoint is emerging which we have referred to in the past as "multiplicity." This perspective argues that considerations of communication needs to be explicitly built into development plans to ensure that a mutual sharing/learning process is facilitated. Such communicative sharing is deemed the best guarantee for creating successful transformative projects.

The new starting point is examining the processes of "bottom-up" change, focusing on self-development of local communities. The basic assumption is that there are no countries or communities that function completely autonomously and that are completely self-sufficient, nor are there any nations whose development is exclusively determined by external factors. Every society is dependent in

one way or another, both in form and in degree. Thus, a framework is needed within which both the center and the periphery could be studied both separately and in their mutual relationship (at global, national, and local levels).

Attention is also needed to critically analyze the content of development agendas. An understanding of the way in which development projects both encounter and transform power relationships within (and between) the multiple stakeholders who are affected by such projects; and an understanding of the way in which communication plays a central part in building (or maintaining or changing) power relationships is needed.

### **NO SUSTAINABLE DEVELOPMENT WITHOUT COMMUNICATION**

Communication for Development has become multifaceted, multi-dimensional, and participatory, and it should be seen in its socio-political, economic, and cultural contexts to be relevant for people.

In essence, Communication for Development is about the development of people. The MDGs and all other development initiatives should be addressed and assessed from a people's perspective. It is therefore essential to take into account the perspective of local communities and to cooperate with organizations (United Nations, governmental, NGOs, the public and the private sector, and civil society) that have developed a trust within a community.

In practice and in view of both globalizing and localizing pressures Communication for Development is becoming even more necessary within the context of the 21st century, bearing in mind the new political, economic, and communication landscapes.

This includes listing and defining its various domains, such as project-related and community communication, development journalism, development communication in the mainstream media, educational communication, health communication, environmental communication, social marketing, social mobilization, advocacy, and so on.

However, Communication for Development should not be technology driven. It should be based on social issues and concerns. Technology is at best a facilitator and a tool.

Instead, culture and social dialogue are central to development and deserve greater emphasis in Communication for Development programs.

## MAIN CHALLENGES FOR THE FIELD OF COMMUNICATION FOR DEVELOPMENT

Main challenges for Communication for Development to be recognized as a field in its own right and to be adopted systematically in development initiatives are as follows:

1. Good governance, transparency, accountability, and development communication go hand in hand. Good governance and a good government are not the same. Good governance is based on the participation of all people concerned. Decentralization of governmental institutions does not necessarily imply people's participation. Decentralization does not always mean democratization. In reality the motives for decentralizing may hide a wish of central powers to get rid of certain responsibilities while tightening their control. This blurs the lines of accountability. For this reason, local media have a crucial role to play in facilitating a mutual understanding between those in power and the communities.
2. Participatory concepts in the context of Communication for Development can be complex and challenging. Communities consist of fluid interests and shifting relationships.
3. Participation can take place at different levels: (a) research/assessment, (b) decision making, (c) benefits, (d) evaluation, and (e) implementation. Participation is about changing power relations. While empowering one group, it may do the opposite to another. Meaningful participation requires organization around common interests and awareness on how to handle power relations.
4. Communication for Development can play a crucial role in assessing the feasibility of an initiative, in minimizing political risks, and in identifying opportunities for positive change. The value of this role should be made evident to policy and decision makers, indicating how by involving stakeholders from the start, Communication for Development is instrumental in assessing the situation, leading to better program and project design. It also strengthens local stakeholders' sense of ownership, increasing its sustainability.
5. It is important to reinforce independent and pluralistic media to foster good governance and transparency. Print media can play a special role in society as they are sometimes more independent

and pluralistic than radio and television. However, all media need to be sensitized and become more participatory; even better, they need a political environment compatible with, and conducive to, the requirements of free and participatory media systems. Currently there is often a gap between what media report and the realities of a country. Pure commercialism avoids tackling the crucial issues of a country because such issues do not sell. It undermines the role of media as watchdogs. Press freedom is never guaranteed, not even in a democracy.

6. Communication for Development has not made full use of the potential of radio, which in some regions could be the most effective participatory tool. Radio has the highest penetration in many rural areas in developing countries. It is not too late to rediscover radio. In particular community radio (often linked to the global world through the Internet) has proven its ability to make participation effective and sustainable. Therefore, ICTs are also an important tool to facilitate development programs and projects provided that application and operation systems are made available in local languages.
7. With respect to policies and resources, Communication for Development initiatives need to be properly enabled by concerted actions, and adequate policies and resources. These should consider longer timescales. It is essential to bridge the digital divide by supporting community access to relevant information in their own language and at an affordable cost, for example, through community telecenters/multimedia centers. This should also involve support for the production of content by the local communities. It is crucial to encourage the production of diverse local content in local languages for the media and ICTs, bearing in mind the potential of interactive technologies to carry multimedia content.
8. Build alliances. There is a need for effective linkages that give voices to the poorest and have the ability to engage with policy and influence decision making on sustainable development. To this end, special attention should be given to fostering local, national, and regional Communication for Development processes.
9. New global partnerships are necessary with the media, development agencies, universities, and governments. It is important to identify possibilities for convergence and for complementing

existing work and to coordinate and document such work via a truly independent scientific body.

## Note

1. As stated previously, whereas the first three themes were part of the overall framework of the Congress, ICTs were not. They have been dealt in special sessions and within a cross-cutting thematic stream called Communication Labs.

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# Papers Selected by the Scientific Committee for the World Congress on Communication for Development

**T**he World Congress on Communication for Development launched a call for papers in July 2005, which resulted in the submission of 559 abstracts from 88 countries. These were reviewed by a scientific committee composed of 23 leading professors and practitioners of Communication for Development from 18 academic and research institutions. After a thorough review of all abstracts, the committee invited 290 authors to submit a full paper to the Congress. Of the 213 papers submitted, 137 (from 43 countries) were accepted and their authors were invited to participate in the WCCD.

The majority of the papers accepted came from Canada and the United States (24 percent), and the Asia and Pacific region (24 percent). Next came Europe (19 percent), Africa (18 percent), and Central and South America (13 percent). The Middle East and North Africa was the least represented region, with only 2 percent of the papers selected. The most represented countries, with four or more papers accepted, were Australia, Canada, India, Peru, the Philippines, South Africa, the United Kingdom, and the United States. Together those countries accounted for 56 percent of the papers accepted.

Regarding the types of organizations that proposed papers, academia—mainly universities—were responsible for 48 percent of those accepted, and civil society—predominantly NGOs—was re-

sponsible for 30 percent. The private sector—mainly independent consultants—and governments were the next most represented categories, with 5 percent of papers each.

The papers selected were recommended for thematic and poster sessions. A few authors, however, did not accept the invitation to present their papers in the venue recommended.

The papers were integrated into the WCCD program as follows:

### *Health Sessions*

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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.”

Goldstein, Susan, and Esca Scheepers. “Using Edutainment for Social Change—Evidence from Soul City over 6 Years.”

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, Elynn, 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.”

### *Governance Sessions*

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Adam, Gordon. “News Based or Needs Based? Can Journalism and Advertising Paradigms Be Replaced by Development-Driven Broadcasting Initiatives?”



- Alfaro Moreno, Rosa María. “El Desarrollo en la Agenda Pública.”
- Islam, K M Baharul. “National Information and Communication Infrastructure Policies and Plans towards Poverty Reduction: Emerging Trends and Issues in Africa.”
- Knippel, Steffen, and Sandra Jackson. “Empowering the Tataskweyak Cree Nation—A Case Study in Effective Communication and Consultation.”
- Misuraca, Gianluca C. “ICTs for Local Governance in Africa.”
- Moreno, José Manuel, and Francisco Sierra. “The Experience of Participatory Budgets in the City of Seville: Methodology for Planning Communication Patterns and Constructing Citizenship.”
- Quarry, Wendy. “Decision Makers DO Want Communication—What They May Not Want Is Participation.”
- Salazar García, Lina María. “Policy Advocacy Effectiveness and Knowledge Assets: A Case Study about U.K. and Colombian Non-governmental Organisations.”
- Schippner, Beatriz, and Andrés Quispe Martínez. “Building a Private-Public and Social Partnership to Change Water and Sanitation Management Models in Small Towns.”
- Walker, Gregg, Steven Daniels, Susan Senecah, Tarla Peterson, Anthony Cheng, and Jens Emborg. “Pluralistic Public Participation: Case Studies in Collaborative Learning.”

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### *Sustainable Development Sessions*

- Barroso, Monica. “Waves in the Forest—Radio Communication and Livelihoods in Brazilian Amazonia.”
- Bessette, Guy. “Participation, Bananas, and Desertification.”
- Bossi, Richard, Elizabeth Booth, Tito Coleman, and Roberta Hilbruner. “GreenCOM: 12 Years of Innovation in Strategic Communication for Environmentally Sustainable Development.”
- Jallov, Birgitte. “Assessing Community Change: Development of a ‘Bare Foot’ Impact Assessment Methodology for Community Radio.”
- Odoi, Nora Naiboka, Dezi Ngambeki, and Wilberforce Tushe-  
mereirwe. “Communication for Environment and Natural  
Resource Management.”
- Ogawa, Yoshiko. “Unsaid Messages: Power Relations within  
Agricultural Extension Training.”

- Papania, Patrick, Elizabeth Booth, Karabi Acharya, Tito Coleman, and Shera Bender. "Strategic Communication for System-wide Change: Experience and Results from the Medicinal and Aromatic Plant Sector in Morocco."
- Ruiz, Jorge Martínez, Pablo C. Hernández, and José Luis M. Ruiz. "¿Hacemos de la Comunicación una Mercancía?"
- Uwamariya, Josephine Irene. "Community Participation in Monitoring the Rwanda PRSP Implementation."
- Vyakaranam, V. L. V. Kameswari. "Communication in Environmental Projects: Experiences from Madhya Pradesh Forestry Project."

## *Poster Sessions*

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The poster sessions involved the following presentations:

### **HEALTH**

- Alakonya, Chrys. "Radio-Based Health Communications on Sexual and Reproductive Health for Somali Speaking Horn of Africa."
- 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."
- Brazier, Ellen. "Skilled Care during Childbirth: Applying a Behavior Change Approach."
- Chitnis, Ketan. "Scaling Up Communication for Social Change: Implications of the Community-Based Health and Development Model in Jamkhed, India."
- Claasen-Veldsman, Retha, and Mirtha Snyman. "Audiocassettes: An Alternative Medium for HIV/AIDS Awareness in South Africa."
- Concha, Maritza, Maria Elena Villar, Mikele Aboitiz Earle, and Sherri Porcelain. "Establishing Best Practices: Assessment of Communication and Participation within a Community Partnership to Support Community Health Workers."

- Davidson, Rochelle. "Media for Development: News Media Coverage of Women's Health within the Realm of PMTCT of HIV/AIDS in South Africa."
- De Wet, Gideon. "Communication for Sustainable Development Challenges: Local AIDS Councils' Role in the HIV and AIDS Pandemic in South Africa."
- Fanelli, Carolyn. "Zimbabwe's Child-Friendly National Plan of Action for Orphans and Other Vulnerable Children."
- Garg, Bishan. "Communicating for Health Action in Rural Areas in India."
- Haq, Zaeem. "Reaching the Hard to Reach: Therapeutic Communication with Depressed Women in a Poor Rural Area."
- Kalisa, Narcisse. "Addressing Sexual and Reproductive Health Related Taboos in Mass Media Communications: Experience in Rwanda."
- Malan, Mia, and Elizabeth Gold. "Radio Content Analysis in Kenya Shows Improved News Coverage of HIV/AIDS."
- Malikhao, Patchanee. "A Comparative Study of Two Thai Communities with Differing Buddhist versus Christian Participatory Approaches to HIV/AIDS Prevention."
- Mayer, Doe. "Women Connect! Using Communication Strategies to Strengthen Women NGOs in Africa."
- McArthur, Lisa. "Njoo Tuzungumze! Come, Let's Talk! Behavior Change Communications and VCT in Tanzania."
- Micevska, Maja. "Telecommunications, Public Health, and Demand for Health-Related Information and Infrastructure."
- Milton, Viola. "Combating HIV/AIDS on the SABC: Public Service Broadcasting, Rainbowism, and Media Advocacy."
- Mody, Bella. "Embedding Communication into Development Initiatives: Examples from HIV/AIDS."
- Muturi, Nancy. "Approaches and Methods for HIV/AIDS Communication: Best Practice and Lessons Learned from the Caribbean."
- Nugent, Rachel, and Sonbol Shahid-Salles. "How Much Health Improvement Can Be Bought for a Million Dollars? Communicating Health Priorities to Different Policy Audiences."
- Shahjahan, Mohammad, C. Jacoby, N. McKee, and M. Boulay. "The Know Yourself Program: Taking Adolescent Reproductive Health to Scale in Bangladesh."

- Storey, Douglas, D. Lawrence Kincaid, Maria Elena Figueroa, and Carol Underwood. "Communication, Ideation, and Contraceptive Use: The Relationship Observed in Five Countries."
- Vértiz, Vanessa. "La Educación Entretenimiento en el Medio Radial en el Marco de un Modelo de Comunicación para el Cambio Social en la Amazonía Peruana."
- Vor der Bruegge, Ellen, and Bobbi Gray. "Microfinance—A Vehicle for Sustainable Public Health Communication."

## GOVERNANCE

- Adkins-Blanch, Sara. "Communication for Development: Bridging the Research-to-Policy Gap."
- Barroso, Monica. "Waves in the Forest—Radio Communication and Livelihoods in Brazilian Amazonia."
- Colombi, Alice, and Giuliana Frugone. "Interculturality in the Feminine: For a Sustainable Citizenship."
- Croce-Galis, Melanie. "Putting the RAPID Framework into Action to Keep Research Off the Shelf and in Practice."
- Eribo, Festus. "Transparency and Development Communication: A Content Analysis of Nigerian Press Coverage."
- Guo, Qin. "Internet and Participatory Communication in China."
- Hartenberger, Lisa. "Promoting Elections in Afghanistan: A Comparison of Two Radio Formats."
- Machicado, Rosmery. "El rol de la sociedad civil sobre el control de los medios de información en los nuevos escenarios de conflictos sociales: El caso de Bolivia."
- McAnany, Emile. "Incentives and Participation in Development Communication: Evidence from Sixty-Four Recent Projects."
- Milan, Stefania. "Community Media and Regulation: Re-writing Media Policy from a Communication for Development Perspective."
- Salazar Garcia, Lina Maria. "Policy Advocacy Effectiveness and Knowledge Assets: A Case Study about U.K. and Colombian Non-governmental Organizations."
- Schippner, Beatriz, and Andrés Quispe Martínez. "Building a Private-Public and Social Partnership to Change Water and Sanitation Management Models in Small Towns."
- Sharmin, Arifa S. "Communicating with Impact: Reducing Vulnerability to Climate Change."

- Skjerdal, Terje. "Developing a Journalism Programme in the South."
- Solórzano, Irela, Sarah Bradshaw, and Amy Bank. "The Changing Nature of Change: A Nicaraguan Feminist Experience."
- Spurk, Christoph. "Evaluating the Quality of Journalistic Reporting."
- Uwamariya, Josephine Irene. "Community Participation in Monitoring the Rwanda PRSP Implementation."
- Venkatram, Shree. "Equipping Youth from Socially and Economically Disadvantaged Communities in Using the Wall Newspaper for Communication and Change."
- Walker, Gregg, Stephen Daniels, Susan Senecah, Tarla Peterson, Anthony Cheng, and Jens Emborg. "Pluralistic Public Participation: Case Studies in Collaborative Learning."

## SUSTAINABLE DEVELOPMENT

- Antonopoulos, Antonia. "Know Thyself: Conscious Inter-cultural Communication for Western Development Workers."
- Aqrabawi, Tamara, Sawsan Zaidah, and Daoud Kuttab. "Community Radio for Development in Jordan."
- Bossi, Richard, Elizabeth Booth, Tito Coleman, and Roberta Hilbruner. "GreenCOM: 12 Years of Innovation in Communication for Environmentally Sustainable Development."
- Camacho, Carlos. "América Latina, En el Reto de Construir Puentes con y entre las Ciudadanías."
- Castillo Tzab, Delfina de los Angeles, and Jannet Valero. "Políticas de Protección Civil vs. Estrategias de Comunicación ante Desastres Naturales."
- Czuczman, Kate. "A Networked Research Approach."
- de Jong, Dick, Jaap Pels, and Peter McIntyre. "Giving Local Partners and the Poor a Voice in Development."
- Genilo, Jude William. "Community-Based Communication in Thai Rice Farming Villages: The Construction of Local Knowledge and Practices."
- Hambly Odame, Helen. "Masculinity in the Movement—Gender Dimensions of Communication for Development."
- Jackson, Sandra, and Steffen Knippel. "Empowering the Tataskweyak Cree Nation—A Case Study in Effective Communication and Consultation."

- Jallov, Birgitte. "Assessing Community Change: Development of a 'Bare Foot' Impact Assessment Methodology for Community Radio."
- Kaun, Karen. "ICT and Development in Tanzania: A Matter of Priorities."
- Kranz, Johannes, Georg Gruenberg, and Juliana Stroebele-Gregor. "When Difference Matters: Communication and Development with Indigenous Peoples in Latin America."
- Mark-Adeyemi, Adedayo. "Strategic Communications in Development: A Case Study of Lagos Water Corporation Private Sector Participation Communication Strategy."
- Marsh, Deyna, and Steve Menzies. "Using Communications to Improve the Management of Water Resources in the Cook Islands."
- McKee, Neill, M. A. Salas, N. Shahzadi, and H. J. Tillmann. "Visualisation in Participatory Programmes (VIPP): Taking Stock of Its Diffusion and Impact."
- Moreno, José Manuel, and Francisco Sierra. "The Experience of Participatory Budgets in the City of Seville: Methodology for Planning Communication Patterns and Constructing Citizenship."
- Moreno, Marisol, and Javier Moreno. "Group D: Rural Education, Media, and Empowerment of Communities in the Colombian Andean Area."
- Moumouni, Charles. "From Modernization Theories to Participatory Leadership Communication: A New Model for Sustainable Development."
- Odoi, Nora Naiboka, Dezi Ngambeki, and Wilberforce Tushe-merewe. "Communication for Environment and Natural Resource Management."
- Pojman, April. "A Case Study in Communication for Social Change: Strengthening Municipal Capacity in Water and Sanitation."
- Prabakar, Neeraja. "Science for Women."
- Protz, Maria. "Towards an 'Archaeology' of Communications for Development: A Foucauldian Analysis of Theory and Practice over 40+ Years."
- Reyes, Donna. "Participatory Development Communications: Its Role in Enhancing Protected Area Management in the Philippines."

- Sengupta, Ami. “Enacting an Alternative Vision of Communication for Social Change: Minga’s Approach in the Peruvian Amazon and Its Implications for Theory and Practice.”
- Yahaya, Mohammed. “The Influence of Parent-Child Communication Pattern in Risky Behavior Reduction among Vulnerable Groups in Nigeria.”
- Zhao, Jinqiu. “The Internet and Rural Development: Case Studies of ICT Projects in China.”

### *Other Papers Accepted*

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The following papers were also accepted by the Scientific Committee:

- Agunga, Robert, and Chike Anyaegbunam. “Towards a Discipline and Profession of Communication for Development—Improving Project Implementation as the Key to Poverty Reduction.”
- Arain, Imran, Nayab A. Burney, and Sajida Parveen. “Investing in Adolescents: An Informed Effort for Information, Education and Communication.”
- Bakineti, Ritia, and Steve Menzies. “Using Communications to Improve Waste Management in the Pacific Island Nation of Kiribati.”
- Beardon, Hannah. “Participatory Planning for Rural Communications Systems.”
- Cardey, Sarah. “The Importance of Integration: The Role of Communication in an Integrated Framework for HIV/AIDS Care, Support, Treatment and Prevention.”
- Chetley, Andrew. “The Use of ICTs in the Health Sector in Developing Countries: Can ICTs Make a Difference in Health Communication?”
- Correa, Mirtha. “Congreso de la República: La Representación Política y la Participación Ciudadana.”
- De Aguilera, Miguel. “Un Enfoque en Comunicación para la Salud: Jóvenes, Estilos de Vida y Culturas del Riesgo.”
- Enghel, Florencia. “Participatory Documentary-Making with Indigenous Communities in Argentina: Lessons Learnt.”
- Faka’osi, Sione. “Improving Waste Management in Tonga: Communication for Behavioural and Institutional Changes.”

- Fernando, Sheryl. "Development Communication: A Tool in Attaining the Millennium Development Goals in the Cordillera Administrative Region."
- Fiona, Otway. "Breaking The Silence: Behind the Scenes of a Video-Based Participatory Communication Project in HIV Prevention."
- Gadala, Carmen. "Fortalecimiento de la Labor Periodística en los Temas de los Acuerdos de Paz a Estudiantes y Catedráticos de Comunicación y Periodistas Guatemaltecos."
- Giffard, C. Anthony, and Nancy Van Leuven. "Five Views of Development: How News Agencies Cover the Millennium Development Goals."
- Goyal, R. S. "Meeting Reproductive and Sexual Health Information Needs of Adolescents in a Community Setting."
- Griffiths, Patrick, and Nick Crofts. "Communication for Social Change Supports Harm Reduction Advocacy."
- Hadland, Adrian. "Community Television for Sustainable Development: A South African Case Study."
- Ileleji, Poncelet. "Communication as a Catalyst to Development (The Gambia YMCAs Experience)."
- Ishmael-Perkins, Nick. "Understanding Community Radio Programming: Lessons for Localising Development."
- Joshi, Deependra. "Mainstreaming Communications into Conservation Policies and Practices in Nepal."
- Kabole, Ibrahim, Barbara Pose, and Ayeta Anne Wangusa. "Tuwasiliane—'Let Us Communicate' In Swahili. Catalyzing the Creation and Exchange of Local Content in Tanzania."
- Kema, Koronel, Joseph Komwihangiro, Satiel Kimaro, Vumilia Ngandango, and Barbara Pose. "A Multisectoral Participatory Approach to Turning a Water and Sanitation Intervention into a Motor for Community Development."
- Kēpa, Mere and Linitā Manu'atu. "Speak and Speak: Tongan People Talking Our 'Voice' in the National Diploma in Teaching Early Childhood Education (Pasifika)."
- Kumar, Manish. "Participatory Message Development on Anemia—A Case Study from Uttaranchal, India."
- Lalli, Pina, Ajna Galicic, and Giulia Minoia. "Communication for Development: New Paradigms?"
- Lehnert, Andreas. "Asocars: Educación para el Desarrollo Sostenible en la Asociación de Corporaciones en Colombia: Metodología de Trabajo y Teorías Básicas."



- Linden, Ank. "Human Rights, Communication Development and National Development Plans."
- Loose, Ana Maria. "Especies Introducidas en Galápagos: De la Indiferencia Social a la Conciencia y Participación Pública."
- Lopes, Cristiano. "The Brazilian Model of Digital Inclusion—What We Can (and What We Can Not) Learn with It."
- Mannell, Jeneviève. "Working to Reduce Poverty among the Ultra Poor of Bangladesh through Social Communication."
- Marcus, Jerry, and Claudia Velasquez. "Communication Efforts Strengthen Informed Choice in Bolivia, Ecuador and the Democratic Republic of the Congo."
- Marietjie, Myburg. "Free the Conversation—Strengthening Media and Advocacy Capacity to Build a Habit of Participative and Informed HIV and AIDS Communication between Citizens and Government."
- Martínez Ruiz, José Luis, and Jorge Martínez Ruiz. "La Comunicación: Un Activo Potencial para la Sustentabilidad en Las Comunidades Campesinas."
- Menzies, Steve, Leah Nimoho, and Ritia Bakineti. "Using Communications to Strengthen National Environmental Management in the Pacific Islands."
- Mhando, Martin. "Participatory Video Production in Tanzania: An Ideal or Wishful Thinking?"
- Nascimbeni, Fabio. "The @Lis International Stakeholders Network: How to Build Sustainable Cooperation Links between Europe and Latin America."
- Nimoho, Leah, and Steve Menzies. "Using Communications to Promote Sustainable Coastal Fisheries Management in Vanuatu."
- Pereira, Claudia. "La Experiencia de Comunicación Estrategica en Nicaragua."
- Perlman, Harriet, and Esca Scheepers. "Across Borders—Health and Development Communication: The Importance of Working Regionally (Challenges, Outputs and Assessing Impact)."
- Razzak, Sultan Muhammad. "Participatory Theatre: An Effective Behavior Change Communication (Bcc) for Sustainable Development."
- Ruiz, Jorge Martínez, and José Luís Martínez Ruiz. "Clotilde Cob, un Paradigma de la Comunicación Rural."
- Shinar, Dov. "Democratic Media and Peace Journalism: Essential Requirements for Effective Development Communication."

- Shrivastava, K. M. "Communication for Development: Some Policy Considerations."
- Singh, Sandeep, and Steve Menzies. "Using Communications to Promote Community-Based Waste Management in Fiji's Rural Communities."
- Srivastava, Sanjay. "Environmental Security, Communication Levels and Conservation Attitudes in Rural India—Opportunity Assessment and Policy Recommendations."
- Tossy, Titus. "ICTs Training for Improving Health Care of Rural Populations."
- Tufte, Thomas. "Is There Only an A, B And C in HIV/AIDS Communication?"
- Van De Fliert, Elske. "Assessing the Impact of Communication in Sustainable Rural Development: Reporting Change for Inducing Change."
- Vishnu, Prabhir. "The Increasing Leverage of a 'Media-Class Combine' in Policy Dialogues in India."

The complete database of all the 137 papers selected for WCCD is available in the DVD-ROM attached to this publication and on the WCCD Web site at <http://www.devcomm.org>. The database is searchable by author, title, and country.

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- McKenna, Maryn. 2006. Presentation at the workshop on avian influenza, at the World Congress on Communication for Development.
- Odoi, Nora Naiboka, Dezi Ngambeki, and Wilberforce Tushe-mereirwe. 2006. "Communication for Environment and Natural Resource Management." Paper prepared for the World Congress on Communication for Development.
- Panos. 2006. "Implementing Communication for Development Thinking in Southern Realities—Negotiating Politics, Profit, and Poverty towards Social Inclusion." Paper prepared for the World Congress on Communication for Development." [http://www.panos.org.uk/files/icts\\_conceptnote.pdf](http://www.panos.org.uk/files/icts_conceptnote.pdf).
- Quarry, Wendy. 2006. "Decision Makers DO Want Communication—What They May Not Want Is Participation." Paper prepared for the World Congress on Communication for Development.
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The first World Congress on Communication for Development, held in October 2006 in Rome, was an unprecedented opportunity for dialogue among three key stakeholders who rarely interact: policy makers, practitioners, and academicians. It aimed to highlight the necessity of incorporating Communication for Development into development policies and practices.

Communication for Development is a multidisciplinary area of study and work that is based on two-way models of communication, going beyond diffusion and dissemination of information. Its functions range from engaging stakeholders in problem analysis and risk assessment to supporting behavior and social change. The experiences recounted here are drawn from the various sessions of the Congress and emphasize the value of using Communication for Development to engage stakeholders in a professional and systematic manner for more effective and sustainable project design and implementation.



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