



Strategic Communication for Community-Driven Development:

A practical guide for project managers and communication practitioners

Masud Mozammel
Galia Schechter

Development Communication Division, External Affairs
Africa Region, CDD Steering Committee
CDD Anchor, Social Development Department

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USA

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FOREWORD

Community-Driven Development (CDD) is an approach that provides communities and local governments control over decisions and resources that affect their development. It engages and empowers people through a participatory process of local development. The strategic use of communication tools and techniques to assess obstacles to the process and use information effectively is crucial since the CDD approach relies primarily on people and strives for their empowerment.

This practical guide was developed through wide consultation with a group of Task Team Leaders and communication specialists who have incorporated communication interventions in their projects. They also have a wealth of knowledge, experience, and ideas on how to best use communication tools and effectively integrate a comprehensive communication program in CDD operations.

This practical guide is intended to provide a useful communication framework that can be readily applied to CDD operations. More specifically the guide:

- presents a simple, step-by-step process to plan, design, implement, and manage a comprehensive

sive strategic communication program in a CDD operation;

- explains the basic concepts and ideas of a strategic communication intervention;
- focuses on the “strategic” aspects of a comprehensive communication program rather than on *ad hoc* and occasional information dissemination activities;
- demonstrates how to establish clear linkages between the communication objectives and the project goals in order to help achieve the overall objective of the CDD operation; and
- provides specific examples and matrices to plan, design, budget, and manage a communication program in CDD.

We hope this practical guide will be helpful for task managers, communication practitioners, and other specialists engaged in designing and implementing programs on communication, participation, stakeholder engagement, or community mobilization.

Paul Mitchell
Manager

Development Communication Division
External Affairs, The World Bank



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1. INTRODUCTION

At the heart of the community-driven development (CDD) approach are human growth and empowerment. Both are based to a great extent on social and political change, which in turn depend to a significant degree on systematic, effective, and widespread access to and application of knowledge and information.

A strategic communication intervention is one of the key means through which access to and application of knowledge and information are facilitated. It helps establish a common understanding among all participants of a development initiative, creating a base for common action. Strategic communication plans and activities empower development stakeholders with knowledge and information that can be applied to effective decisionmaking, accountable management, social and political mobilization, helpful behavior change, and individual and collective growth.

Traditional approaches to communication typically involve top-down public education campaigns by line ministries about particular topics. In contrast, a strategic communication intervention designed for a CDD operation is based on a multipurpose and multidimensional framework. This framework fosters the process of change by aiming to achieve four primary goals:

- Effectively manage program and subproject processes.
- Educate, learn, and effect behavior change related to sectoral subject areas.
- Build relationships and coalitions, increase social and political mobilization, and build capacity.

- Train for strategic and sustainable communication systems and practices.

The framework may include several types of communication interventions focusing on the activities most relevant and appropriate for the particular operation and its enabling environment.

Both CDD as an approach to poverty reduction and strategic communication as a critical development enabler have benefited in recent years from the growing recognition of their value to economic development and empowerment. As a result, a growing number of communication activities have been designed and integrated into an increasing number and types of community-based and community-oriented development efforts.

Communication activities are often included in CDD operations, but few are planned and implemented in a strategic manner that supports program objectives. Rather, they tend to be included in an ad hoc, unsystematic, and reactive manner, and also tend to focus on sending information out, rather than on establishing effective feedback mechanisms. Following are five key ways in which strategic communication can contribute to CDD interventions:

- Strategic communication can help ensure that project design is realistic, appropriate, and effective by building awareness and understanding among the project team and project beneficiaries of prevailing cultural, social, and political conditions; perceptions; and incentive structures.

- Strategic communication is a critical management tool for implementation and scaling up because it can help create a common understanding of and commitment to project objectives and activities among all stakeholders. Communication facilitates the multidirectional exchange of important information for knowledge-based and realistic decisionmaking at all levels.
 - Strategic communication can add value as an operational tool by helping to identify development-related perceptions and the level of knowledge and learning needs. Through culturally sensitive education, learning, and mobilization efforts, a strategic communication intervention help promote adoption of new practices, empower people, and build networks and capacity among stakeholders.
 - Strategic communication interventions always include training and capacity building in order to facilitate the effective and dynamic use of communication tools and techniques, taking into account conditions and needs at the institutional, community, and grassroots levels.
- Finally, strategic communication works best communication when interventions are planned, funded, implemented, evaluated, and scaled up as an independent component or subcomponent of a project or program.

This guide aims to unleash the potential value-added of communication tools and techniques by providing a practical framework for designing an integrated strategic communication intervention in CDD. It presents strategic communication as both a critical management tool and an empowerment tool in its own right.

The guide highlights some of the key potential contributions of communication activities and tools to the CDD agenda throughout the project cycle and across a multitude of institutional levels and stakeholder groups.

Designed for Task Team Leaders and communication practitioners, the guide provides a practical overview of some of the critical aspects to consider and issues to keep in mind when designing and integrating strategic communication in a CDD operation.



2. STRATEGIC COMMUNICATION FOR COMMUNITY EMPOWERMENT IN COMMUNITY-DRIVEN DEVELOPMENT

The CDD vision includes five dimensions of social and economic development of beneficiary stakeholders. These dimensions—empowering communities, building the capacity of local governments, realigning the center, ensuring accountability, and learning by doing—are often reflected in operational designs that may be based on one of several common institutional arrangements, a multisectoral and cross-functional framework, and a dynamic, people-oriented, incentive-based relationship among the stakeholders involved.

This guide focuses primarily on communication activities designed to support direct community empowerment efforts. Community empowerment and decentralization efforts are not new to development interventions. What is new is the strong emphasis on multisectoral approaches for decentralization and capacity building at the local government and community levels. A multisectoral approach is seen as a critical element of the enabling environment for sustainable CDD. The integration of a strategic communication framework into CDD interventions is also a critical enabler for sustainable CDD programs and activities.

A strategic communication framework serves several roles in

the development process. It takes into account psychological, sociopolitical, cultural, and economic dynamics within and across stakeholder groups directly or indirectly involved in the development process (Figure 1). It also combines information, education, mobilization, behavior change, and capacity building activities that facilitate horizontal and vertical relationship building, top-down and bottom-up political action, accountability, process management, and social and behavior change through knowledge and learning.

FIGURE 1



At the core of the CDD approach is the integration of community empowerment efforts with capacity building of local governments for effective, accountable, and decentralized service delivery. Community empowerment efforts aim to strengthen the capacity, resources, and authority of communities to mobilize, organize, and undertake local development initiatives. According to “Empowerment means the expansion of assets and capabilities of poor people to participate in, negotiate with, and hold accountable institutions that affect their lives. It means giving people access to voice and information, greater social inclusion and participation, greater accountability, and organizational strength,” (Binswanger and Aiyar, 2003, p. 5).

Strategic communication plays an important role in empowering communities, in several ways:

- It empowers communities with the ability to identify their needs, challenges, and resources; engage in productive conflict resolution; tap into their own capacities; and make truly collective decisions.
- It promotes an information-sharing culture within and among communities for learning and mobilization purposes, and it demonstrates to communities the power of sharing information and raising awareness.
- It promotes and extends the voices of the poor in public dialogue, inclusion in community and development affairs, and demand for greater and better service within their communities and from local governments and institutions.
- It facilitates two-way information dissemination and exchange about the design and management of community-based microprojects.
- It facilitates two-way education and learning about sectoral and multisectoral topics for behavior change that promotes sustainable development and empowerment.
- It facilitates community access to market information and provides community members with knowledge and information they can use to conduct transactions with both the government and markets.
- It institutes new communication channels within and across communities and between communities and local authorities that can be used beyond the life of a particular project.
- It generates “critical tension” between communities and their local representatives for collaboration.
- It facilitates realistic, relevant, culturally sensitive, and effective outreach to community groups regarding their roles and responsibilities as well as the benefits and tradeoffs associated with project participation.

Other key operational characteristics and their link to strategic communication are shown in Table 1.

| TABLE 1. THE ROLE OF STRATEGIC COMMUNICATION IN CDD OPERATIONS | |
|---|---|
| <i>Operational characteristic of CDD Programs</i> | <i>Role of strategic communication</i> |
| Institutional arrangements | |
| <ul style="list-style-type: none"> ■ Partnerships between communities and local or municipal governments ■ Partnerships between communities and private support organizations (NGOs or private firms) ■ Direct partnership between communities and the central government or a central fund | <p>Gathers and exchanges sufficient information to determine the choice of institutional arrangement. Institutional arrangement depends on identified local development goals and country's institutional reform and capacity building needs. Whatever arrangement is chosen, CDD operations often require a multilayered partnership between various levels of government, local institutions, and communities. Comprehensive intervention serves as a critical enabling tool to facilitate these partnerships for effective and sustainable project management and implementation.</p> |
| Multisectoral, cross-functional, community-driven, bottom-up information flow | |
| <p>Usually multisectoral, allowing communities to identify and define their development objectives based on a broad examination of community conditions and priorities, and supportive of local government authority and empowerment. Seeks to institutionalize reform and change in an integrated core of public management practices rather than in a particular sectoral ministry. Approach is aligned with CDD efforts to establish an enabling environment conducive to a broad spectrum of economic empowerment driven in a participatory manner by the people.</p> | <p>Facilitates required multisectoral and horizontal information flows, which are often infrequent and atypical. An effective plan focuses on decentralization of information and institution of multidirectional, bottom-up communication, monitoring, evaluation, and feedback channels. The approach is very different from traditional practices, in which communities are often the mere recipients of information about potential "benefits" and required "sacrifices" of an intervention. Communication activities also facilitate the creation of new interagency linkages (bureaucratic bottlenecks perpetuate a political culture of centralization and isolation).</p> |
| Ownership, commitment, participation, and accountability at the community level | |
| <p>Community empowerment goals require the application of participatory practices from the initial stages of project design, thereby facilitating community ownership and commitment to their own development processes. Communities must not only define their own developmental objectives and priorities, they must also actively engage in all design and implementation processes of local microprojects. Such involvement, in the form of participatory appraisal, project management, communication and participatory monitoring, and evaluation activities, helps empower communities and build their capacity to handle development activities in a sustainable and replicable manner.</p> | <p>A communication strategy and action plan help identify and facilitate all activities required for comprehensive community participation and extensive coordination and communication within and among community groups, including community-based organizations and associations, entrepreneurs, traditional leaders, and local-level institutions. Communication and mobilization activities ensure that the voice of the marginalized and excluded is heard and promoted. A communication strategy thus helps deliver the CDD promise of promoting social and gender inclusion, giving voice to the voiceless, and reducing potential for elite capture.</p> |
| Mobilization and engagement through access to information and linkage to markets | |
| <p>Reduces communities' sense of isolation, alienation, uselessness, and powerlessness with respect to political, social, and economic networks.</p> | <p>Facilitates the exposure of poor communities to external information, ideas, networks, and partnerships, so that they can better perceive the incentives and motivation for mobilization and engage in productive activities using their own resources.</p> |

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| TABLE 1. THE ROLE OF STRATEGIC COMMUNICATION IN CDD OPERATIONS (continued) | |
|--|--|
| <i>Operational characteristic of CDD Program</i> | <i>Role of strategic communication</i> |
| People-oriented, relationship-based development and capacity-building activities | |
| Cultivates the human element of economic development by focusing on and exploring some of the cultural and informal aspects of development hurdles and promoting economic empowerment through participation, partnerships, capacity building of social capital, and relationship-based collaboration between communities and their elected governments at various levels. | Facilitates participatory investigation into stakeholders' needs, concerns, dynamics, resources, and vision beyond the basic conditions of communities and their access to goods and services and into the need for communication between human beings for their own qualitative development and that of the societies in which they live. It is the existence of such communication and its democratization that is believed to contribute to social and economic empowerment. |
| Complex incentive structures and critical tensions for stakeholder collaboration and engagement | |
| Often provides substantive incentives for communities to assume responsibilities over their own development plan; given the community-oriented approach, incentives for collaboration among government agencies and local institutions are often less pronounced. While some financial and political incentives for behavioral change are integrated into operations, other triggers for collaboration are based mostly on democratic concepts of civic engagement and public service. | Increases likelihood of success and sustainability of participation, decentralization, and capacity building endeavors by ensuring and facilitating a transparent and consistent flow of information among stakeholder groups and their consequent ability to make knowledge- and incentive-based decisions. Helps create critical tensions and demand for information, particularly between communities and their local government associations. Demand for information and its utilization should be extensively promoted as part of a CDD operation in order to facilitate transparency, checks and balances, and accountability. |
| Evolving roles of initial beneficiaries based on need to replicate and scale-up operations | |
| Often community focused and initially small in scale. In order to capitalize on the benefits associated with each operation's targeted efforts and to scale up rapidly, initial project beneficiaries should assume the roles of trainers, educators, and information brokers during more advanced program stages. | Ensures that participating beneficiaries clearly understand project objectives and processes from the start of the project and that their capacity is sufficiently developed—through training, critical reflection, and learning by doing—to pass on and share critical knowledge with other groups. |



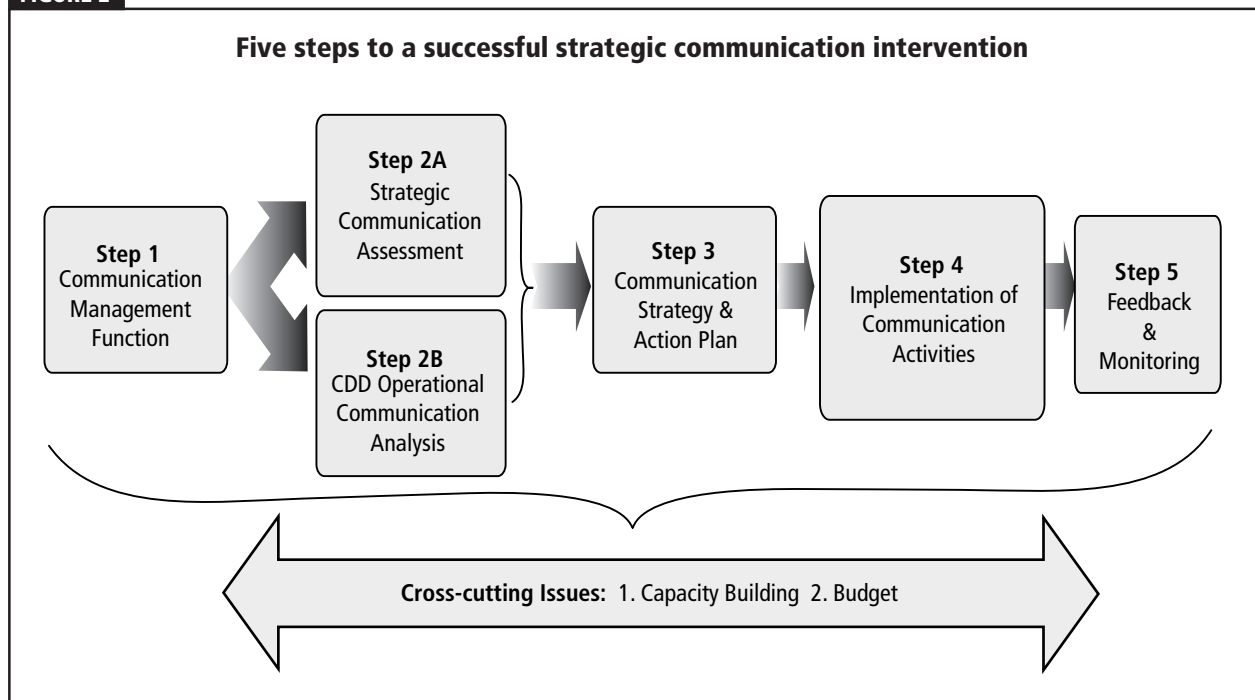
A FIVE-STEP GUIDE TO STRATEGIC COMMUNICATION FOR COMMUNITY-DRIVEN DEVELOPMENT

The development and incorporation of a strategic communication intervention in CDD operations starts at the very beginning of the project design phase and evolves throughout the project cycle. A strategic communication approach is very flexible: the strategy and action plan can be updated, modified, and finetuned at any time based on feedback and other monitoring mechanisms used during implementation.

STEP 1. ESTABLISH THE COMMUNICATION MANAGEMENT FUNCTION

The first step in developing, implementing, and scaling up a strategic communication intervention is to ensure that both the World Bank project team (preparation or supervision) and particularly its government counterparts (initially at the central level, later at the regional or local level, as well as at

FIGURE 2



the community level) have communication professionals that are positioned to develop, manage, and implement communication activities throughout the project cycle. One of the biggest obstacles to successful communication interventions is the lack of continuous management of related activi-

ties. Project management units should therefore keep the strategic communication management function active throughout the implementation process.

All actors involved in a CDD operation have communication roles to play (Table 2).

TABLE 2. KEY COMMUNICATION FUNCTIONS AT EACH INSTITUTIONAL LEVEL

| <i>Institutional level</i> | <i>Key communication roles</i> |
|--|---|
| World Bank project management team | <ul style="list-style-type: none"> ■ Together with central counterpart, facilitates stakeholder identification, analysis, and sensitization. ■ Together with central project management unit counterpart, communicates to Bank management team all design-related messages and issues, particularly with regard to stakeholder relations and incentive structures. ■ Supports the expectations of the Bank’s management team and government stakeholders’ during the design process. ■ Together with counterparts, supports the development of the communication strategy (research capacity needs, stakeholders, main messages, scope, scale and delivery style) and supervises its implementation. |
| Central government counterpart team (project implementation unit, project management unit) | <ul style="list-style-type: none"> ■ Facilitates all sensitization events and stakeholder outreach, in consultation with Bank communication specialist, as needed. ■ Communicates to Bank management team all design-related messages and issues, particularly regarding stakeholder relations and incentive structures. ■ Together with Bank counterpart, develops communication strategy, identifying capacity needs, messages, stakeholders, and outsourcing options. ■ Manages production of supporting materials. ■ Facilitates sector-based campaigns and education activities and products to communities. ■ Facilitates intergovernmental project-related communication channels and network (newsletter, Web site, periodic meetings). ■ Serves as information clearinghouse for project-related information in order to identify synergies, scale, modifications, and so forth. ■ Coordinates all training. |
| State government counterpart teams (project implementation unit, project management unit) | <ul style="list-style-type: none"> ■ Customizes strategy to regional needs, including production of materials and identification of local capacity. ■ Facilitates state-level interagency communication and outreach required for effective and accountable performance of project management unit. ■ Facilitates sector-based campaigns and education activities and products to communities. ■ Facilitates ongoing communication, networking, and learning with other state project management units and the central project management unit. ■ Facilitates communication campaigns to communities and local governments. ■ Facilitates information sharing and exchange with central fund unit and with local government associations and communities. ■ Facilitates local training requirements. |

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| TABLE 2. KEY COMMUNICATION FUNCTIONS AT EACH INSTITUTIONAL LEVEL (continued) | |
|--|---|
| <i>Institutional level</i> | <i>Key communication roles</i> |
| Central fund management unit | <ul style="list-style-type: none"> ■ Facilitates communication campaign with communities and local governments. ■ Communicates regularly and shares knowledge and information with central and state governments regarding financial management issues and contributes to policy dialogues on decentralization. ■ Communicates regularly with management committee of local governments regarding technical assistance, local development plans, subproject approval and fund disbursement processes, and overall capacity building. |
| Local/district government management committee | <ul style="list-style-type: none"> ■ Reaches out to participating communities and facilitates participation and involvement during design and implementation of local development plan. ■ Communicates to community scaling up and synergy issues with local government development plan. ■ Reaches out to nonparticipating communities and manages expectations and information requests. ■ Communicates with communities regarding capacity and performance changes and service provision. ■ Facilitates communication with central fund, state government, or both regarding process-related issues and capacity building and training needs. |
| Facilitators of community-based appraisal process | <ul style="list-style-type: none"> ■ Facilitates Participatory Monitoring and Evaluation (PM&E) through different activities, such as conducting outreach to subgroups, managing expectations, and sponsoring learning events. ■ Facilitates relationship building and collaboration between communities and local governments. ■ Communicates technical assistance requirements and sectoral information needs to local and state governments (or central fund unit). ■ Facilitates community-to-community extension and relationship building through information sharing, field visits, and learning events. ■ Identifies training and capacity building needs at the community level. ■ Facilitates information exchange and outreach with local markets, the private sector, and relevant NGOs and local institutions. ■ Facilitates production of local materials and community input into centrally produced materials. |
| Community management committees (working initially with facilitator, then independently) | <ul style="list-style-type: none"> ■ Reaches out to all community subgroups for participation, inclusion, and contribution to local development purposes. ■ Manages information and expectations regarding the project and all its monitoring and evaluation requirements. ■ Facilitates outreach to local government and communication of needs and demands for participation. ■ Facilitates communication with local, state, and central government for sector-based education, information, and communication needs. ■ Helps facilitate behavior change campaign and activities. ■ Facilitates learning and critical reflection events. ■ Facilitates community-to-community extension, information sharing, and learning. |

The following are answers to some of the questions often asked about the communication management function and its linkages to the strategic communication interventions in CDD operations:

Q: *During which phase of the project should the communication specialist function be active?*

A: As part of the Bank’s team, a communication specialist should be involved primarily at the

initial stages of project identification and design. The task team leader or the project's community development expert may assume some responsibilities at later stages, although it is suggested that all tasks related to communication interventions be consolidated from the outset and handled by a communication specialist throughout the life of the project cycle.

The Bank's specialist should monitor activities throughout supervision, working closely with the country counterpart, preferably the project's communication professional(s). It is critical that a communication specialist be identified for ongoing planning and implementation of communication activities at the national level. This will, however, depend on the size, scope, and geographic coverage of the project.

Capacity at the state, municipal, local, and particularly community level should operate on an ongoing basis throughout project implementation phase in order to identify communication needs, channels, messages, and stakeholders based on the evolving conditions and dynamics of the project.

Q: *What if the Bank team or the local project management teams cannot afford a communication specialist?*

A: Strategic communication activities are sometimes mistakenly viewed as secondary in importance to overall project management and operational needs and are therefore not valued highly enough to warrant the hiring of a separate specialist. This guide aims to establish the case for the strategic significance of communication interventions and the importance of involving a specialist at every level of implementation. In many cases, however, the responsibilities of the communication function may be combined with those of other management functions. In this case the aim should be to identify people within each of the management units who can develop and manage the strategic communication intervention.

Q: *Can strategic communication be linked to other management functions?*

A: Ideally, strategic communication activities should not be combined with monitoring and evaluation (M&E) activities. M&E plays a role within the overall strategic communication framework, and managers of management information systems may be aware of some of the information exchanges and knowledge management needs associated with each level of project implementation. But strategic communication includes a host of objectives and activities that are not related to monitoring and evaluation, including building awareness, changing behavior, and empowering and educating communities.

The M&E specialist's access to and management of information may position him or her to assume the management of the strategic communication intervention if resources are not available to hire a communication specialist. In this case, the M&E specialist should fully understand the comprehensive view of strategic communication and its important role in components other than project management.

All staff who manage communication activities should understand the importance of communication as both a management and an empowerment tool. Alternatively, the role of communication could be outsourced to an NGO or private firm that specializes in communication and is involved on a part-time but ongoing basis.

Q: *Can strategic communication draw on work done as part of other development interventions?*

A: CDD operations are usually carried out in countries in which other development interventions are in progress. Some of these interventions may be oriented toward community-based activities and efforts and may require ongoing communication interventions.

The Bank and its main counterpart teams should assess the overall development environment in which the CDD operation will take place to identify potential synergies for strategic communication. For example, many CDD operations in Sub-Saharan Africa take place in countries in which HIV/AIDS interventions are

also in place. Such operations often call for broad or focused education and behavior change campaigns. CDD projects can benefit from the management capacity of such campaigns, the research they draw on, and the networking and channels they identify.

STEP 2A

CONDUCT A STRATEGIC COMMUNICATION ASSESSMENT

A strategic communication assessment should take place at the very initial stages of project design in order to identify the strategic issues and assess the communication capacity and dynamics of the operation. The assessment will provide a road map for developing a communication strategy and action plan. The analysis could be conducted by the communication specialist from the Bank's team in collaboration with the government counterpart and the communication or information officer in the World Bank country office. The strategic communication assessment examines the following issues:

1. *Enabling communication environment.* Begin by assessing existing communication channels and capacity at each level of project implementation (national, central, state, local, community). This assessment helps the specialist understand the enabling environment (legal, cultural, formal and informal political) for communication activities and existing structures and identify institutions the communication strategy can leverage. Some key capacity issues that need to be identified include the following:
 - Legal constraints on and limitations to the use of mass media.
 - Political (formal and informal) constraints to communication at each level of implementation (informal information gates and brokers at the community level).
 - Traditional sources and types of development-related messages to communities (pre-

dominantly government or civil and private sectors).

- Involvement of the private sector and civil society in development-related communication activities (public relations firms, communication and awareness building organizations).
- Existing (traditional) media versus emerging media, including information technologies, and popular perceptions of old versus new media.
- Area coverage of existing media.
- Communicating style and scope (literacy rate, interpersonal versus mass media, geographical and cultural diversity).
- Existing communication capacity at each level (traditional communication channels within and between government agencies and between government and communities, including newsletters, radio programs, dramas, and community-based communication centers).
- Other major development-related communication efforts (such as HIV/AIDS programs).

2. *Stakeholders' expectations, incentives, and dynamics.* Identify and quantify the project's stakeholders, their level of involvement and expected influence in the operation, their geographical distribution, the power relations among stakeholders, and the tradeoffs and benefits for each in connection with the project.
3. *Political dynamics.* Identify political dynamics, including supporters and opponents of community empowerment and decentralization efforts, power factors, public trust and confidence in government among various stakeholders, and relevant political events.
4. *Cultural characteristics and diversity.* Identify language and religious diversity, traditions regarding gender roles, common symbols and customs that should be accounted for.
5. *Role and capacity of civil society.* Understand the extent of involvement of civil society (including community-based organizations, advocacy groups, NGOs, academics, intellectuals, journal-

ists, and others) in public dialogue and its capacity to facilitate community mobilization, information campaigns, monitoring and evaluation efforts, and other activities.

6. *Existing related development efforts and communication campaigns.* Identify synergies, scale economies, and partnership and learning opportunities, particularly in countries with HIV/AIDS or community empowerment projects.

STEP 2B CONDUCT AN OPERATIONAL COMMUNICATION ANALYSIS

The operational analysis consists of two steps. The first involves reviewing the project’s operational

components and subcomponents and identifying all operational elements that either depend on or can be significantly enhanced by a communication intervention.¹

The second involves identifying all primary strategic communication objectives that are linked with each operational characteristic. This will provide an essential foundation for developing a realistic, comprehensive, and sound communication strategy, including its action plan. Table 3 provides five examples of primary communication objectives linked to a project’s possible operational characteristics.

¹ The operational components used here are those identified by Binswanger and Aiyar (2003).

| <i>Operational characteristics</i> | <i>Strategic communication objectives</i> |
|---|---|
| 1. Participatory Planning and Appraisal (PP&A) of the overall operation | <p>Participatory planning is key to building trust, ownership, understanding, and commitment by stakeholders to operational objectives, processes, and other stakeholders. It is also critical for ensuring periodic and ongoing program evaluation and adjustment. The main objectives of communication activities in this process include the following:</p> <ul style="list-style-type: none"> ■ Build awareness among and sensitize direct and indirect stakeholders by discussing objectives, scope, processes, roles, responsibilities, benefits, tradeoffs, and other issues. ■ Build ownership and contribute to operational effectiveness. Ensure that all direct and indirect stakeholders are made aware of the operational context and institutional arrangements and are given the opportunity to provide input into project design and implementation processes. ■ Build trust by initiating new interaction and communication channels among stakeholders, improving relations among groups with a tradition of mistrust. ■ Identify the scope and style of project-related messages and possible tools and means of delivery. |
| 2. Community development committees and subcommittees to manage programs and projects | <p>Communication activities related to the selection and operation of local development committees are designed to ensure a transparent and continuous information flow within the community and between the community and other major stakeholders in implementation processes. This information flow is designed to prevent capture by elites and provide realistic opportunities for all members of the community to contribute to the development process by becoming aware of involvement opportunities and by providing insights, knowledge, and constructive criticism. Communication activities will also help:</p> <ul style="list-style-type: none"> ■ Identify existing power dynamics in each community and help determine whether a new development committee should be formed. |

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| TABLE 3. COMMUNICATION OBJECTIVES ASSOCIATED WITH PROJECT OPERATIONAL CHARACTERISTICS (continued) | |
|--|--|
| <i>Operational characteristics</i> | <i>Strategic communication objectives</i> |
| | <ul style="list-style-type: none"> ■ Facilitate communitywide awareness of the selection process. ■ Establish criteria for appointment to the new development committee. ■ Facilitate communitywide awareness of the roles and responsibilities of the development committee with respect to the community, local committees, and other institutions involved in the project, including local government. |
| 3. Participatory community-based appraisal, planning, and monitoring and evaluation | <p>Participatory community-based appraisal, planning, and monitoring and evaluation is critical for the community to collectively understand, learn from, and reflect upon the design, management, and implementation activities related to the local development plan. Communication processes should facilitate the ongoing exchange of information among community members and groups in order to leverage the broad host of local capacities, potential, and resources and ensure that development priorities are based on a collective vision of all members rather than the interests of certain elites. Communication activities must be transparent and participatory. They should also:</p> <ul style="list-style-type: none"> ■ Establish community recognition and acceptance of the role of the facilitators. ■ Facilitate participatory communitywide discussions of local development vision and priorities. ■ Ensure community-wide awareness and understanding of the tradeoffs and benefits of each potential subproject to facilitate a knowledge-based decisionmaking process. ■ Facilitate community-wide agreement on and awareness of auditing, reporting, accountability, and outcome measurement in the context of the subproject cycle. ■ Facilitate community-wide awareness, understanding, and critical reflection regarding successes, failure, challenges, and opportunities associated with project management and implementation. |
| 4. Community management of project funds | <p>Communication activities should convey clear messages about the budgeting, accounting, and reporting responsibilities of all those involved with the management of funds. These activities should establish:</p> <ul style="list-style-type: none"> ■ Clear understanding among all community members of the authority, rights, and responsibilities associated with obtaining and managing funds. Miscommunication about or misunderstanding of application and allocation requirements and processes should not delay or prevent the disbursement of funds to communities. ■ Clear understanding among local government authorities and other stakeholders outside the community of the community's rights and abilities with respect to fund management. ■ Clear understanding among all members of the community of who manages funds and of reporting and accountability obligations. ■ Awareness among all local businesses and entrepreneurs of opportunities for subcontracting and project involvement. ■ Awareness within the community of challenges, opportunities, and successes associated with disbursing and allocating funds. |
| 5. Community-to-community extension | <p>Community-to-community extension is critical to empowering communities and scaling up efforts. It is one of the major areas in which strategic communication is an enabling factor. A regular and systematic communication approach can not only bring communities together socially, it can also foster the development process by sharing knowledge and experiences. Major communication objectives include the following:</p> <ul style="list-style-type: none"> ■ Integrate into overall program objectives and processes the role of community-to-community extension and its relevance for scaling up. |

(continued on next page)

TABLE 3. COMMUNICATION OBJECTIVES ASSOCIATED WITH PROJECT OPERATIONAL CHARACTERISTICS (continued)

| <i>Operational characteristics</i> | <i>Strategic communication objectives</i> |
|------------------------------------|--|
| | <ul style="list-style-type: none"> ■ Facilitate the sharing of knowledge and experience of the development process among communities by institutionalizing a consistent and systematic process and creating the capacity for such exchanges. ■ Facilitate a process through which communities identify their own areas of strengths and weaknesses and become aware of the opportunity, importance, and benefits of teaching as well as learning from other communities. ■ Promote engagement and ownership of the development process by local media in facilitating exchanges by communities (through use of various media channels). |

Note: Operational characteristics are from Binswanger and Aiyar (2003).

STEP 3

DEVELOP A COMMUNICATION STRATEGY AND ACTION PLAN

A CDD communication strategy will guide the development of an action plan that addresses very specific activities to achieve the target objectives. A communication strategy could be a very short document with a set of guiding principles that provide the scope and outline for planning, designing, implementing, supervising, managing, and scaling up a systematic communication intervention throughout the life of the project. The strategy would rely on the findings of the strategic communication assessment and the CDD operational communication analysis (Steps 2A and 2B).

Creating a communication action plan involves the development of a comprehensive and detailed matrix that elaborates on the major communication objectives identified in the communication strategy. It is critical for the successful implementation of a communication intervention. Ideally, the action plan is designed after the communication strategy is developed.

Four overlapping focus areas help guide the identification of each of the elements included in the matrix:

- Communication for program and subproject process management.
- Communication for learning and behavior change.

- Communication for mobilization and relationship building.
- Capacity building and training.

The communication action plan is generally developed by the communication professional in the project management/implementation unit in collaboration with the World Bank's communication specialist. The process could involve brainstorming sessions or workshops in which project staff, government officials from different levels, community members, civil society representatives, and others directly or indirectly involved in issues related to communication, information, participation, public relations, partnership, and extension participate. These brainstorming sessions or workshops should involve a small group of people so that all participants can contribute to the development of each element of the action plan.

An action plan generally includes the following elements: I. Objectives, II. Strategic Issues, III. Stakeholders, IV. Messages, V. Activities/Tools, VI. Channels/Networks, VII. Timeline/Frequency, VIII. Responsibility, IX. Budget, and X. Monitoring Indicators. (See Table 4 for a matrix including all 10 elements.)

I. SETTING COMMUNICATION OBJECTIVES

The objectives identified in the communication analysis (in Step 2) are an element in the action plan. For example, a common operational feature

in CDD operation is to ensure community-to-community extension. One of the objectives in a communication intervention for this feature could be to promote relationship building among communities or establish a mechanism for sharing knowledge and experience within and between communities. The objectives should be realistic and based on the socioeconomic, political, and cultural dynamics of the country, region, or community.

II. ADDRESSING STRATEGIC ISSUES

Strategic issues are issues that need to be considered in designing the messages, selecting the activities, and identifying the channels or networks through which any communication intervention will operate. They are particularly important in CDD operations. Strategic issues can be linked to socioeconomic, cultural, and political dynamics and to various aspects of a strategic communication intervention. The challenges for CDD operations include the following:

- *Manage expectations of stakeholders, beneficiaries, and politicians.* The CDD approach calls for extensive consultation with and participation of all stakeholder groups, beginning with the initial stages of project design. Careless management of these consultations can create unrealistic expectations, disappointment, and eventual distrust and cynicism. Many poor communities are approached by donors and asked to develop local action plans only to eventually be neglected. Clear and realistic messages are key.
- *Understand power relations and dynamics.* Relationships between development stakeholders within each country can make or break a development effort. These relationships should be clearly identified, acknowledged, and addressed through new communication messages and channels. Relationships between communities and local governments are often characterized by mistrust and miscommunication. This legacy must be taken into account in process design. Messages need to be crafted regarding the involvement of each stakeholder group.
- *Harmonize requirements for accessing funds.* Many communities can access development funds from several sources outside of government. Multiple sources, requirements, and practices can be confusing and misleading. To the extent possible, these sources and requirements should be harmonized. Clear messages are critical.
- *Distinguish between existing and new practices.* Many communities are experienced in designing and implementing their own self-help projects. It is therefore critical to distinguish between existing development projects, practices, and committees and those required by the project.
- *Prevent social exclusion and capture by elites.* CDD operations require clear articulation of incentives, requirements, guidelines, and safeguards for participation and inclusion.
- *Communicate opportunities for involvement.* Most CDD operations initially include only a small number of communities, with the aim of rapidly scaling up. Messages about involvement opportunities and incentives must be articulated at the initial stages of the process, particularly to groups that are initially excluded.
- *Deliver messages in an appropriate manner.* All messages must take into account the level of literacy in the community, its cultural symbols and customs, and religious diversity. All messages must be in the language or languages spoken in the community.
- *Recognize and work with government incentive structures.* It is important to recognize existing incentive structures for government performance and service delivery and to design a capacity building process that accounts for these incentives.
- *Clearly identify the sender of a message or the source of information for an activity.* All messages need to be clearly identified as coming from the government, a community-based organization, an international development agency, a political leader, or another source.
- *Facilitate new communication channels and messages where communication gaps and voids exist.* Where necessary, the communication specialist needs to establish two-way, horizontal and vertical communication flows among all stakeholders, not just top-down flows.

- *Build credibility and trust.* Ensure the credibility of the information provided and identify strategic information brokers.
- *Think carefully about timing, momentum, and sustainability.* Planning for the right timing of a particular communication activity is crucial for ensuring a regular two-way flow of information. This is particularly important for maintaining momentum to achieve the development objectives and sustainability of the CDD operation. For example, it is of strategic importance to provide communities with sector-related information at the beginning of the PM&E process.

III. IDENTIFYING STAKEHOLDERS

A communication action plan specifies different sets of stakeholders in order to achieve different objectives. One of the critical approaches to keep in mind when identifying stakeholders, particularly at the community level, is segmentation. Within a community, perceptions, needs, ideas, and conditions are extraordinarily diverse depending on age, socioeconomic status, and gender, among other factors. Understanding the differences among and within stakeholder groups and approaching each with modified messages, appropriate media, methods, and format is critical for maximizing inclusion, participation, and empowerment.

In most CDD operations, stakeholders include the following groups:

- *Project management teams* at each institutional level.
- *Central and regional government:* Government ministries, including the local government ministry, the ministry of planning and decentralization, the ministry of health, the ministry of community affairs, the ministry of women's affairs, relevant sectoral ministries, and youth agencies.
- *Local government:* Sectoral ministries, community development officers, communication and outreach officers, and management committees.
- *Community:* Traditional leaders (opinion leaders, religious leaders), teachers, committees and

associations, community-based organizations, and outsiders (including facilitators of community-based PM&E processes, extension workers, entrepreneurs, and private sector entities).

- *Civil society:* NGOs and advocacy groups at all levels, academics, local and national media, the private sector, and health workers.
- *International organizations:* Bilateral and multi-lateral donor agencies and international NGOs.

IV. CRAFTING MESSAGES

Perceptions, needs, ideas, and conditions can be extraordinarily diverse within a community, depending on members' age, socioeconomic status, gender, and other factors. The communication specialist needs to craft messages for each group and choose the appropriate media, methods, and format in order to ensure inclusion, participation, and empowerment. A well-developed message should focus on stakeholders and objectives.

An action plan normally lists ideas for messages for modifying behavior, providing incentives, clarifying roles, or achieving other objectives. Ideally, the development of messages for each group of stakeholders emerge out of exercises such as brainstorming sessions, small consultation workshops, and inputs from communication working groups. In most cases, however, the project communication specialist or team develops the messages, with the help of journalists, writers, or public relations experts. Sometimes senior project officials or government officials suggest or influence the theme for the messages. For illustrative purposes, following are some examples of key ideas (grouped by theme) around which appropriate messages should be developed in a CDD operation.

Theme: Participation, inclusion, and voice

- Lack of participation and social exclusion exist and represent a threat to the success and sustainability of development.
- Groups typically excluded include the very poor, women, youth, the illiterate, the elderly, and people with disabilities.

- There are numerous benefits to participation, including a shared vision (and shared risks), innovative ideas for development, greater voice, mobilization of power, better development outcomes, and improved relations with other communities and local government.
- Participation and inclusion are critical from the initial stages of both a program and community-based subprojects to build trust, ownership, and mobilization.
- Participation is not limited to one-way consultation; it encourages the expression of voice and a two-way communication flow.
- Guidelines, safeguards, and procedures that prevent disbursement of funds to communities are aimed at preventing elite capture and social exclusion.

Theme: Direct transfer of funds to communities

- Funds are available and untied.
- Access to funds is based on specific criteria, guidelines, conditions, and safeguards that include the level of poverty, experience with self-help projects, accountability, and inclusion.
- Access to funds is contingent on matching grants from the community and the local government and from collection of user and maintenance fees.
- Communities can obtain direct access to funds from a central fund unit and can manage funds independently, without involvement of local governments.
- Local governments set some requirements, related mostly to technical assistance, reporting, and monitoring.
- Training and assistance on budgeting and accounting are available.

Theme: Community design, implementation, and maintenance of subprojects

- Subprojects are selected based on a shared vision of local development by all members of the community. Project priorities can be based on discussions and specific technical information.

- Management committees must be formed and clearly identify and agree on roles and responsibilities, including monitoring and evaluation, accountability, and reporting.
- Communities should facilitate subcontracting to local entrepreneurs, possibly in collaboration with the local government association.
- All community members, including local entrepreneurs, have opportunities to participate in the project.
- Matching grants and user fees to cover recurring costs are critical and mandatory for maintenance and sustainability.
- Process information regarding reporting, accountability, disbursement, and utilization of funds is essential.
- Communities can exchange knowledge and learning with other communities.
- Critical reflection and learning about process and outcome are crucial.

Theme: Power relations and accountability

- Current power relations among various stakeholders can be leveraged for realistic and effective project implementation; they can also impede development. They should therefore be recognized and accounted for. Power relations can be associated with access to resources, including, money, information, prestige, and traditional sociocultural roles.
- Corruption, nepotism, favoritism, and mismanagement of funds are unacceptable and have significant negative ramifications.
- People in positions of power are critical for project success and should be closely engaged in the development process and utilized for buy-in, ownership, mobilization, and information dissemination and gathering.
- Power relations at any stakeholder level, particularly within the community, can be dealt with through clear segmentation of the population into strategic subgroups, which are approached separately in appropriate conditions.
- Traditional power relations, especially relations between communities and local governments, may reflect significant distrust, cynicism, and

miscommunication. Incentives for participation and contribution should therefore account for these hurdles.

Theme: Capacity issues

- Existing capacity and resources may be significantly greater than they seem and should be recognized and tapped into, particularly by the communities themselves.
- Capacity is best built through a learning-by-doing process, in which engagement and involvement are critical and mistakes are allowed.
- Capacity assistance and training are available at all levels (media, accounting, general management, sectoral skills and knowledge, and so forth).
- Certain project components are designed for capacity building purposes and may evolve and change as capacity is increased.

Theme: Incentive structure

- Accountability, transparency, and participation are conditions for project involvement. There are numerous positive (benefits) and negative (punishments) incentives for compliance.

V. DEVELOPING ACTIVITIES AND TOOLS

Whether they serve as management tools or as value-added stand-alone activities, strategic communication activities should be mainstreamed into all operational components. Strategic communication frameworks should become key elements of the project's management component.

In addition, many CDD operations, including those for HIV/AIDS projects, need or could greatly benefit from a stand-alone communication component or subcomponent. Examples include awareness and behavior change campaigns involving particular groups, establishment of a network of communication centers across communities, facilitation and establishment of grassroots radio stations, and facilitation of broad-based journalist training programs. The need for and role of such stand-alone components are usually identified in

the course of developing and thinking through the broader strategic communication framework.

Some examples of key activities and stand-alone communication components that may be included in a comprehensive CDD communication strategy are described below. Most occur during implementation; some occur throughout the program cycle (Figure 3).

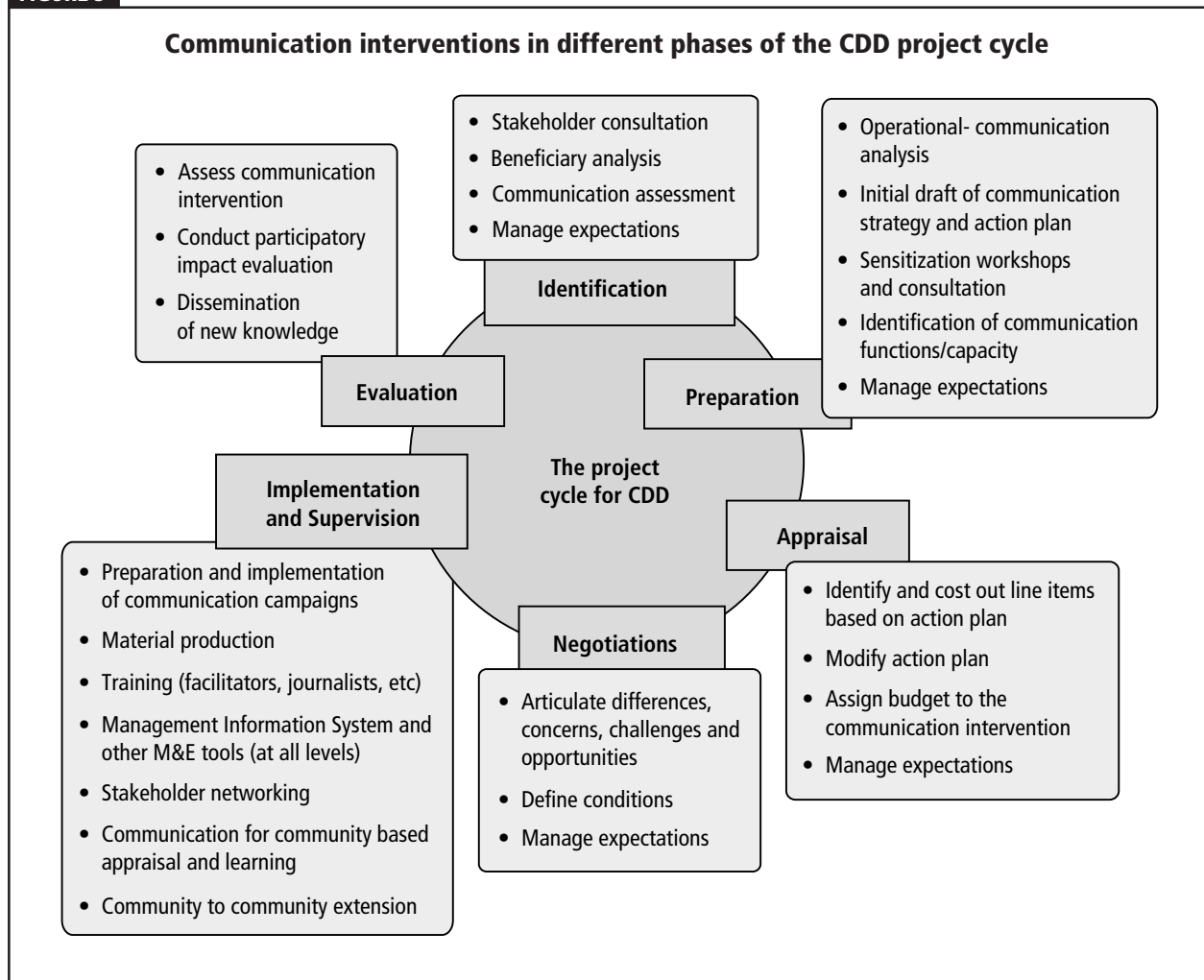
A. Major communication activities during project identification and preparation include the following:

1. *Sensitization workshops.* At the initial stages of project design and implementation, customized sensitization workshops should be conducted for each stakeholder group. These workshops should include relevant information about the proposed project, including its objectives, procedures, stakeholders, timeframe, and project cycle. A flyer could be prepared with general project information and an explanation of the World Bank project cycle.
2. *Stakeholder consultation meetings and workshops.* Stakeholder consultations should emphasize bottom-up communication and voice for the poor, the development of trust, ownership by and relationships among all stakeholder groups, and exploration of needs, concerns, incentive structures, power dynamics, capacity, experience, potential roles, benefits, and tradeoffs.

B. Major communication activities during the initial stages of project launch include the following:

1. *Project-related information dissemination for management and recruiting purposes.* From the very beginning of a project, it is important to use mass communication to recruit community facilitators and disseminate information to the public about the project. Activities include press conferences, radio campaigns, and distribution of pamphlets.
2. *Management training and production of training materials.* Training activities may be avail-

FIGURE 3



able for community-based facilitators of participatory rural appraisal processes, project management unit, and community members for budget, procurement and accounting management, and other managerial purposes. Activities may include integration of a comprehensive communication module into training, awareness-raising activities on the availability of training, and production of related materials.

3. *Production of user-friendly operational manuals.* Operational manuals can be instrumental in facilitating learning, understanding, and empowerment among stakeholders at all levels and reducing the chances of bottlenecks, bureaucratic delays, and miscommunication.

The production of user-friendly materials should include, and possibly be conducted by, stakeholders. Following some initial experience with subproject design and implementation, communities can help produce community-friendly instruction and guidance materials that could be used by other communities as well.

4. *Journalist education.* Print and electronic media journalists can play a key role in advancing project objectives. They can help mobilize the community, build awareness, educate the public, effect behavior change, monitor and evaluate local government performance, and build relationships. Where basic capacity exists, the communication

specialist should educate journalists about the general objectives of the project and journalists' potential roles in furthering those objectives.

5. *Development of a Management Information System.* The Management Information System (MIS) is developed at project launch and used throughout implementation. This tool is used to collect, analyze, store, and disseminate information that is useful for decisionmaking. A good MIS builds on a project's success while using lessons from earlier experiences to improve project performance. An MIS for a CDD project differs from those for other projects, because the demand-driven approach makes precise planning and forecasting virtually impossible. For this reason, the MIS needs to be very flexible. It also needs to track many antipoverty indicators, contractors, and different types of disbursement and procurement methods. Management activities may be decentralized to the field; many important activities, such as training, outreach, and monitoring, may also be subcontracted. The MIS must be able to process all of these and other types of information.

C. Major communication activities throughout implementation and evaluation include the following:

1. *Public education and awareness campaigns.* Public education and awareness campaigns are usually designed to support broad messages aimed at raising general awareness about particular topics. Such campaigns may be related to HIV/AIDS, environmental protection, education, or other broad issues. These campaigns may be launched at the initial stages of the project, when funds are only beginning to become available to communities. They are often complemented later by customized campaigns. General awareness campaigns may use any form of popular mass media. They are likely to involve local communication capacity and the production of

materials, videos, radio programs, and journalist training.

2. *Stakeholder networking and knowledge sharing activities and tools.* At the initial stages of the project and throughout implementation, knowledge sharing among institutional stakeholders can help identify project synergies and best practices and establish an overall community of practice. Ongoing activities may include periodic workshops and seminars (for community facilitators or project management units at the regional level) and the production of electronic or print newsletters for networking and sharing knowledge about project issues.
3. *Creation and implementation of participatory and two-way targeted public information and education campaigns for behavior change.* Communication activities for raising awareness and changing behavior are likely to be significantly more effective if messages, channels, and tools are customized and clearly segmented to selected topics and stakeholder groups. Such activities should be designed based on focus group consultation and stakeholder feedback and they should include monitoring and evaluation. Youth could be motivated to assume leadership roles in peer education and behavior change related to reproductive health. Teachers could be supported to facilitate information and education events for the community about the link between hygiene, sanitation, and learning. Such activities could be facilitated by local drama troupes, regionally produced educational videos to be viewed at the local communication center, and locally produced posters and leaflets, distributed through a series of learning and sports events coordinated by youth clubs. The timing for implementing such activities may be critical given decisionmaking processes associated with the subproject cycle.
4. *Community-based participatory rural appraisal.* A participatory rural appraisal involves a communication process based on participation, inclusion, awareness

building, mobilization, reporting, education, self reflection, and knowledge-based decisionmaking objectives. Communication activities—usually facilitated by the participatory rural appraisal facilitator, in collaboration with the local community outreach officer—focus on reaching out to all community subgroups, together and separately. Participatory communication activities include, but are not limited to, the following:

- a. *Village mapping.* In this exercise groups in the village make drawings of how they see their village. Each group decides what it wants to represent in its map and how. This exercise usually generates enthusiasm among participants. Since mapping is done by various social groups separately, it enhances the voice of each and fosters dialogue among them.
- b. *Semistructured interviews.* The semistructured interview falls somewhere between a general discussion and an organized survey. It is an excellent tool for gaining insights into a particular issue. To ensure free expression by the vulnerable, the interview is carried out in subgroups. It throws light on the activities of the different socioprofessional groups, village organizations, and administrative organizations involved with the community, as well as the utilization of resources.
- c. *Transect.* A transect consists of a walk through a village, the surrounding land, or an urban neighborhood. During this walk, villagers discuss the various aspects of their physical reality, including soil, water supply, sanitation, roads, land issues, and erosion. The findings and conclusions of the walk are then sketched as a diagram that can be shared with the other members of the community. Mixed groups—men, women, young, and old, all walking together—enhance the value of a transect.
- d. *Venn diagram.* The Venn diagram is a method for visualizing and analyzing the relationships among actors in a village. By drawing this diagram, villagers express their perception of relations between groups in the village and with outsiders. Each group in the village draws its own diagram. This highlights cases in which some groups benefit more from external service providers than others. For example, households headed by women typically have less access to extension agents than other farmers.
- e. *Identification of priorities.* In diagnostic exercises, villagers usually identify a long list of problems (sometimes including more than 100). Priorities must be set by the community, with safeguards (discussed below) to try to ensure that vulnerable sections have an adequate voice. Groups can use several techniques to identify priority problems, including pair-wise comparison, ranking, and voting. The very act of wrestling with priorities helps people develop skills in coalition building, evaluating tradeoffs, and appreciating the need for user charges to increase resources and expand the number of priorities that can be accommodated.
- f. *Problem and solution analysis.* The priority problems villagers identify are often large, complex, and very difficult to handle—their perceived magnitude is one reason why communities have failed to address them. “Problem trees” help villagers analyze their priorities by identifying the causes that lead to a problem (the “roots”) and its consequences (the “branches”). The construction of a problem tree raises awareness among participants that problems that may at first seem very great and difficult to address are actually caused by factors that are determined by the villagers themselves. Demystification of perceived problems through the creation of problem trees is a powerful tool for improving villagers’ awareness of their capacity to influence their environment. Once the problem tree

has been created, participants discuss the solution tree. Specific actions are discussed to attack the identified causes of the problem.

- g. *Local education campaigns.* The production and execution of targeted public information and education campaigns (described above) is integrated into the PM&E process and throughout the various cycles of the subproject cycle.

5. *Community-Local Government Authority (LGA) relationship building and performance monitoring activities:*

- a. *Participatory meetings and field visits.* Communication activities involving local communities and their representatives should try to facilitate the building of trust and collaboration between these two stakeholder groups. Such activities could include involving LGA representatives in the PM&E process as observers and contributors of knowledge and information (without control), promoting the participation of community representatives in LGA committee meetings. Posters describing LGA performance and opportunities for access to information can be posted on community bulletin boards.
- b. *Citizen report cards.* Citizen report cards are an effective and participatory communication tool with which community members can voice their feedback and demand for service provision by local representatives. Citizen report cards are recognized by both community members and members of the local government as a reliable and consistent source of feedback and communication. They enable community members to use information to monitor their local governments and hold them accountable for service. They provide local governments with political and financial incentives to improve performance.

- c. *Governance scorecards.* Governance scorecards are a communication tool for government reform and community empowerment. Based on a set of practical and reform-oriented governance indicators linked to several key performance areas and criteria, these scorecards can be used to assess and consequently reform local government performance and competence in service provision to communities and overall management. Through the assessment and selection process, the scorecard can serve as a tool with which to distinguish governments that are corrupt, dysfunctional, or both from those in which administrative systems governing policymaking, budgeting, and basic service provision may be insufficient but are functioning. Where political will for change exists and the government is functioning, the objective is to provide incentives and training for capacity building and knowledge and to establish a clear understanding of standards of good performance. The primary objectives of the governance scorecard are twofold. The first is to provide a practical, simple, and systematic strategy for establishing a universal benchmark of local government association performance standards based on which these associations can be assessed and selected for program participation. The second is to empower local government associations and communities with knowledge of simple, specific, and objective performance criteria based on which performance expectations can be legitimately expressed and specific capacity building objectives can be established.

- 6. *Community-to-community learning and field visits.* Communication activities that promote community-to-community learning and knowledge sharing are critical to mobilizing and empowering communities. These activities may lead to the identification of synergies, cost savings, best practices, and other

benefits to all communities involved. Activities such as organized tours and field visits are usually coordinated by the community management committee's outreach officer.

7. *Community-based critical reflection and learning days.* Related communication activities aim to enable communities to reflect on their activities, processes, contributions, and impact on local development efforts in the subproject cycle and to better understand and appreciate their own resources and capacities. Learning days may include recreational and entertainment activities along with public announcements, discussions, reporting, and presentations by the community management committee and other participants. Learning days are organized by the management committee's outreach officer throughout the subproject cycle.
8. *Grassroots media capacity development and programming:*
 - a. *Development of community radio capacity and radio programs.* Community radio is one of the most effective communication tools in the developing world. It can be used to build awareness, provide information, educate and change behavior, build relationships, and monitor performance. Building grassroots radio capacity is therefore a key empowerment tool for local communities. It may involve the establishment of new radio stations, the distribution of radios to communities, the training of local people as radio managers and journalists, and the purchasing of airtime for project-related programming (interviews, documentaries, public relations campaigns, public service announcements).
 - b. *Use of community communication centers.* Telecenters are local establishments that aim to stimulate and respond to demand for information and communication services. These centers may have televisions,

telephones, fax machines, personal computers with Internet connections, and photocopying machines. They may provide an extremely useful infrastructure not only for learning, education, and communication but also for networking and mobilizing communities. Community members use telecenters to gather information about markets and better understand governance issues, mobilization options, access to resources, and civil society organizations, all relevant and critical for development-related empowerment efforts.

- c. *Information and communication technology.* Information and communication technology is empowering communities by providing them with access to information. This technology provides communities and individuals with easy access to market information and communication. Use of the Internet, e-mail, e-learning, electronic chat rooms, and text-messaging depends on the level of education, income, socioeconomic status, and cultural dynamics of the target audience. Identifying appropriate technologies for achieving a particular communication objective is crucial if technology is to be used effectively, especially given the high cost of these technologies and the capacity building efforts required to ensure that they are used effectively. Timing is also an important factor, since an intervention may require more time than the project cycle allows. Combining information and communication technology tools with other communication media (such as telephone, television, and radio) has proved effective in providing communities with access to different types of information.

VI. IDENTIFYING CHANNELS AND NETWORKS

Identifying channels and networks is essential to delivering messages, disseminating information,

and collecting feedback. In many cases the selection of an activity indicates the type of communication channel or network to be used. However, it is sometimes necessary to identify the channels and networks to reach the target audience. For example, a public service announcement can be disseminated using television, radio, newspapers, magazines, and other media. The selection of networks can help reach the target audience effectively and credibly. Local journalists associations or civil society forums can be used to develop two-way communication for disseminating information and collecting feedback on a regular basis.

VII. DEFINING A TIMELINE AND DETERMINING THE FREQUENCY OF INTERVENTIONS

Defining a timeline for and determining the frequency of an activity is critical to the success of a CDD operation. This should also be considered as a strategic issue while developing a communication action plan. A well-planned but flexible timeline uses human and financial resources efficiently. The effectiveness of a communication activity or success in reaching a target audience or objective depends on timing. During a World Cup football match, for example, it would not make sense to try to conduct a workshop on participatory monitoring, but airing a public service announcement on television or radio could be very effective.

Repeating a communication activity helps maintain momentum and ensure the sustainability of the process. Both timing and frequency help institutionalize the process of a strategic communication intervention and establish a regular two-way communication process.

Some key issues related to the timing of communication interventions in CDD include the following:

- Communication for relationship building and facilitation of ownership, trust, buy-in, and knowledge-based decisionmaking are key during project design and project launch.
- Communication activities related to managing expectations are also key.

- Communication activities for effective and accountable management must be maintained frequently, through newsletters, meetings, electronic communications, Web site updating, workshops and seminars, and other means.
- Communication activities for knowledge sharing and behavior change are critical, particularly at the community level during the initial stages of the PM&E process and throughout the subproject cycle (during identification of local priorities, subproject design, mid- and end-of-project impact evaluation, and usage and maintenance).

VIII. ASSIGNING RESPONSIBILITY

Assigning responsibility is critical to ensuring the successful and timely implementation of activities as planned. Dividing responsibility among various government and nongovernmental groups, units, departments, and line ministries in collaboration with the communication specialist or team in the project management unit helps develop ownership of the intervention. Assigning responsibility is also important in terms of using human and financial resources efficiently. Communication/outreach officers or NGOs identified for each institutional level at the capacity identification stage are usually responsible for designing and delivering communication activities.

IX. PREPARING A BUDGET

Creating a budget, including all main line items and cost factors associated with each activity recommended in the action plan, helps the communication specialist map the strategic process of communication activities and focus on the most realistic and important activities. Once a budget is calculated for the various elements of each activity, a total budget for the entire communication component is estimated. Identifying the total cost of the operation is important in order to prevent the termination or delay of communication activities during the project because of lack of resources.

TABLE 4. SAMPLE MATRIX FOR A COMMUNICATION ACTION PLAN

| Objective | Strategic issues | Stakeholders | Messages | Activities | Channels/ networks | Timing/ frequency | Responsibility | Budget items | Monitoring indicators |
|---|---|--|---|---|---|---|--|---|---|
| Promote the importance of building relationships between communities | <ul style="list-style-type: none"> Political dynamics Economic condition Timing | <ul style="list-style-type: none"> Community members Community-based organizations (NGOs, youth groups, and others) Local private sector Local media | <ul style="list-style-type: none"> Benefits to community from partnerships (synergies, scale, learning, friendship, mobilization power) Interest from other communities | <ul style="list-style-type: none"> Sensitization workshops Brochures, posters, calendars Radio programs Public service announcement Religious events | <ul style="list-style-type: none"> Face-to-face contacts Small groups NGO forums Mass media | <ul style="list-style-type: none"> Beginning of project or subproject Periodic events focusing on updates, results, experiences | <ul style="list-style-type: none"> Government project team Subproject management teams | <ul style="list-style-type: none"> Workshops, material production, radio programming, events, and other components | <ul style="list-style-type: none"> Workshop evaluation report Number of print materials, such as posters and brochures Survey report |
| Establish mechanism for sharing knowledge and experience within and between communities | <ul style="list-style-type: none"> Political dynamics Language and culture Social issues Involvement of religious and opinion leaders | <ul style="list-style-type: none"> Community members Community-based organizations (NGOs, youth groups, advocacy groups, and others) Local media | <ul style="list-style-type: none"> Participatory identification of existing and potential channels | <ul style="list-style-type: none"> Conferences Field trips Newsletters Social events Radio talk shows | <ul style="list-style-type: none"> Face-to-face contacts Mass media Journalists association | <ul style="list-style-type: none"> Regularly throughout project or subproject | <ul style="list-style-type: none"> Government project team Civil society forum of community-based organization | <ul style="list-style-type: none"> Field trips, newsletters, radio programs, involvement of mass media, and other components | <ul style="list-style-type: none"> Number of field trips Focus groups about experiences with field trips Content analysis of newsletters over a period of time |

(continued on next page)

TABLE 4. SAMPLE MATRIX FOR A COMMUNICATION ACTION PLAN (continued)

| <i>Objective</i> | <i>Strategic issues</i> | <i>Stakeholders</i> | <i>Messages</i> | <i>Activities</i> | <i>Channels/networks</i> | <i>Timing/frequency</i> | <i>Responsibility</i> | <i>Budget items</i> | <i>Monitoring indicators</i> |
|---|---|---|--|---|---|---|---|---|--|
| Ensure a regular flow of information and awareness building | <ul style="list-style-type: none"> ■ Language ■ Cultural and social issues ■ Timing ■ Managing expectations | <ul style="list-style-type: none"> ■ Community members ■ Community-based organizations. ■ Community media ■ Religious and opinion leaders ■ Private sector | <ul style="list-style-type: none"> ■ Importance and benefits of ongoing communication ■ Participatory identification of specific issues and timing that are important to share | <ul style="list-style-type: none"> ■ Brochures, posters, leaflets ■ Radio programs ■ Public service announcement ■ Religious events | <ul style="list-style-type: none"> ■ Small groups ■ Mass media ■ Journalists association ■ Civil society associations, networks | <ul style="list-style-type: none"> ■ Regularly throughout project and subproject | <ul style="list-style-type: none"> ■ Government project teams ■ Subproject team and staff | <ul style="list-style-type: none"> ■ Material production, events, programs, and other components | <ul style="list-style-type: none"> ■ Number of brochure printed and distributed ■ Analysis of the demographics of the recipients of print materials ■ Attitudinal surveys |

X. MONITORING INDICATORS

By identifying appropriate indicators, the communication manager is able to articulate the connection between communication objectives and the specific implications of a desired change. Indicators may refer to any monitorable change in awareness, behavior, access to knowledge and services, attitudes, or other measures. These indicators can be monitored through surveys, focus groups, and questionnaires. Channels through which objectives could be attained may also be monitored. It is important that indicators truly reflect changes in outcomes. Successful completion of a sensitization workshop, for example, may not necessarily indicate that a communication objective (in this case, awareness building) was achieved. A better indicator could measure the level of understanding of a particular issue and subsequent change in behavior or attitude. This might involve a set of variables that could be measured through a set of specific activities in the communication action plan contributing to the achievement of a specific operational objective of the CDD operation.

STEP 4 IMPLEMENT COMMUNICATION ACTIVITIES

Once the strategy and its action plan are developed, implementation can begin. Following the timeline is critical. Officials in the project management or implementation unit take various preparatory steps for implementing each of the communication activities laid out in the action plan matrix. They hire consultants, including communication firms to produce print and electronic materials, polling companies, and people to conduct training and workshops.

It may be useful to prepare and maintain an implementation calendar with a detailed timeline of activities and related preparatory work. The calendar would be based on the timeline included in the communication action plan. Say, for example, that one of the activities in the action plan is to

produce a promotional video by December 15. A calendar would include all the steps needed to produce the video—preparation of the terms of reference for hiring a consultant or video production firm, procurement, arrangement of funds—together with a realistic timeline. The technical aspects of the video production include preproduction, production, and postproduction phases, including research, planning, script writing, gathering or shooting footage, producing graphics, and editing.

STEP 5 CONDUCT MONITORING AND FEEDBACK ACTIVITIES

Monitoring and feedback allow the impact of communication activities to be assessed. A good feedback system helps refine the strategy and action plan during the project cycle to ensure the effectiveness of the communication intervention. Monitoring and feedback can be used both to measure the effectiveness of the communication activities listed in the action plan and to measure the impact of the entire strategic communication intervention in the CDD operation.

Monitoring and feedback mechanisms can be designed in different ways. A feedback system is generally simple and can be a small-scale activity. This could include an evaluation questionnaire following a workshop or a content analysis of a particular issue in various media channels.

A larger, comprehensive feedback system can be established for understanding or measuring the impact of the overall strategic communication intervention. This should include the development of a set of indicators based on sociocultural, economic, and behavioral issues affected by the strategic communication intervention.

Feedback mechanisms include attitudinal or opinion surveys, opinion research, focus groups, course evaluation, and media monitoring (such as content analysis). These activities could be part of the action plan, or a separate matrix for feedback mechanisms could be developed.

CROSS-CUTTING ISSUES

Capacity building and budget are the two main cross-cutting issues crucial for the successful design and implementation of strategic communication interventions in CDD operations. These two elements of a communication program can be designed separately, with inputs from the action plan, or they can be integrated into the action plan itself. In many cases, capacity building is included as one of the communication objectives in the action plan, and the budget for this element is prepared accordingly.

A. CAPACITY BUILDING FOR SUSTAINABLE STRATEGIC COMMUNICATION INTERVENTION

In some operations the building of sustainable communication capacity and channels in the community may be identified as a priority. The building of such capacity may involve stepping beyond the recommended individual communication activities (such as mobilizing the community through behavior change campaigns and visits to other communities) and the investment in permanent institutional mechanisms and structures for ongoing communication. These capacity building activities could include opening communication centers, training local journalists, establishing new radio stations, and training station managers.

B. BUDGET FOR STRATEGIC COMMUNICATION INTERVENTIONS

Task managers need to arrange for and allocate resources for a strategic communication program and determine how to use limited resources in the most efficient and useful manner. The size of the communication budget depends on various issues, including the size of the project, its location, and existing communication capacity in the country.

A CDD strategic communication program involves two types of costs. The first are the costs of human resources. The second are the costs of producing and implementing specific communication actions.

Human resource costs. The costs of permanent and term staff and consultants associated with both the World Bank project task team and the implementing agency of the government must be taken into consideration while designing a strategic communication program. The World Bank task team should include a communication specialist to prepare or supervise the implementation and scaling up of the CDD operation. On the government side, communication professionals are typically part of the project management unit, relevant ministries, or departments at the local, regional, and central levels. Whether or not a communications professional participates in a project usually depends on the size and type of the operation. The CDD approach also requires communication capacity at the community level. Allocation of funds for human resources at the community level is often included in either the capacity building matrix or the general action plan.

Cost of communication activities and capacity building. The composition of the budget reflects the methods and media selected for a particular project (Tables 5 and 6). Line items include the costs of producing print and electronic materials; purchasing radio and television airtime; distributing print or electronic materials; maintaining electronic products (such as Web sites, databases, and electronic newsletters); organizing seminars, workshops, capacity building events, and study tours; conducting surveys and opinion research; preparing knowledge products (such as case studies); developing community radio stations and content; and sponsoring entertainment activities (such as dramas, concerts, and street shows).

The allocation of resources could be organized in various ways, depending on the context and needs. It could be organized by major objective or theme, such as public education, awareness campaign, and capacity building, or by major activities, such as development of a communication strategy and action plan, production of print and electronic materials, training workshops, and supervision.

TABLE 5. SAMPLE BUDGET FOR DEVELOPMENT OF COMMUNICATION STRATEGY AND ACTION PLAN

| Activities/issues | Cost |
|--|--|
| <ul style="list-style-type: none"> ■ Hold small group meeting to craft communication strategy. ■ Develop a draft communication action plan. ■ Brainstorm to help communication team finalize communication activities, timeline, channels, responsibilities, resource allocations, and other issues. ■ Hold workshop to develop messages (if needed). ■ Develop plan for building communication capacity and training at different levels ■ Prepare budget for the strategic communication intervention. | <p><i>World Bank staff</i> Staff time: 2 person weeks Travel and per diem: 1 mission Total cost: US\$ ____</p> <p><i>Government staff/national consultant</i> Staff time: 6 person weeks Travel per diem: Regional travel Total cost: US\$ ____ Total cost: US\$ ____</p> |

TABLE 6. SAMPLE BUDGET FOR COMMUNICATION COMPONENT OF A CDD OPERATION

| Item | Unit | 2005 | 2006 | 2007 | 2008 | Quantity | Total unit cost (US\$) | Total cost (US\$) |
|---|----------|--------|--------|--------|--------|-------------|------------------------|-------------------|
| <i>A. Office materials</i> Stationery for community facilitators | Lump sum | | | | | | | 40,000 |
| <i>B. Promotional material and literature</i> | | | | | | | | |
| Program information kit | 1 | 5,000 | 5,000 | 5,000 | 5,000 | 5 | 20,000 | 100,000 |
| Program posters | 1 | 9,000 | 9,000 | 12,000 | 12,000 | 1 | 42,000 | 42,000 |
| Local government association assessment handbook | 1 | 0 | 3,600 | 0 | 0 | 5 | 3,600 | 18,000 |
| Environmental management handbook | 1 | 0 | 12,000 | 0 | 0 | 5 | 12,000 | 60,000 |
| Community-based operational manuals | 1 | 0 | 12,000 | 0 | 0 | 5 | 12,000 | 60,000 |
| Newsletter | 2 | 1,000 | 1,000 | 1,000 | 1,000 | 2 | 8,000 | 16,000 |
| <i>C. Promotional products</i> Badges, certificates, trophies | Lump sum | | | | | | | 70,000 |
| <i>D. Sensitization and learning events</i> SPSU sensitization | 1 | 27,000 | 27,000 | 36,000 | 36,000 | 3,000/state | | |

| TABLE 6. SAMPLE BUDGET FOR COMMUNICATION COMPONENT OF CDD OPERATION (continued) | | | | | | | | |
|--|-------------|-------------|-------------|-------------|-------------|-----------------|-------------------------------|--------------------------|
| <i>Item</i> | <i>Unit</i> | <i>2005</i> | <i>2006</i> | <i>2007</i> | <i>2008</i> | <i>Quantity</i> | <i>Total unit cost (US\$)</i> | <i>Total cost (US\$)</i> |
| Local government association and community sensitization events | 1 | 27,000 | 27,000 | 36,000 | 36,000 | 3,000/state | | |
| Community facilitators' events | 1 | 27,000 | 27,000 | 36,000 | 36,000 | 3,000/state | | |
| <i>E. Media promotion</i> Radio programs (air time) | Lump sum | | | | | | | 150,000 |
| TV programs | Shows | 2 | 2 | 2 | 2 | 10,000 | 8 | 80,000 |
| Newspaper supplement | 2 | 12,500 | 12,500 | 12,500 | 12,500 | 0.25 | 100,000 | 25,000 |
| <i>F. Consultant/public relations firm</i> Campaigns and product development | Lump sum | | | | | | | 50,000 |
| Radio programs | Lump sum | | | | | | | 20,000 |
| Video programs | Lump sum | | | | | | | 10,000 |
| Total cost | | | | | | | | 741,000 |



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