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# Strategic **C**ommunication for Community **D**riven **D**evelopment (CDD):

*A practical guide for project managers  
and communication practitioners*

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# Strategic Communication for Community Driven Development



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## I. Introduction

At the heart of the Community Driven Development (CDD) approach is human growth and empowerment, based to a great extent on social and political change, that are in turn dependent to a significant degree on systematic, effective and popular 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 is thus critical for CDD operations as it is for most other development programs. More particularly, a Strategic Communication intervention provides development agents with supporting as well as enhancing tools for better and more effective attainment of development objectives, and helps facilitate a common understanding among all participants of a development initiative, thus creating a base for concerted action. Even more so, Strategic Communication plans and activities empower development stakeholders with knowledge and information that can be applied toward effective decision making, accountable management, social and political mobilization, helpful behavior change, and overall individual and collective growth.

While traditional approaches to communication commonly focus on top-down public education campaigns generated by a specific line ministry, and around a particular topic, a Strategic Communication intervention designed for CDD operations ought to provide a multi-purpose and multi-dimensional framework. This will foster the process of change by aiming at achieving the four primarily goals: (i) Communication for effective program and sub-project process management, (ii) Communication for education, learning and behavior change related to sectoral subject areas, (iii) Communication for relationship and coalition building, social and political mobilization, (iv) Capacity building and training for strategic and sustainable communication systems and practices. Such a framework may include several types of communication interventions focusing on 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 a growing recognition of their added 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 oriented development efforts. And yet, while new communication activities are continuously integrated into CDD operations, few are considered and implemented within a broader context of a communication strategy. Such interventions generally focus on very specific, mostly occasional, ad-hoc, and reactionary activities including behavior change, information dissemination, public relations, promotional activities, and/or public education. Consequently, most task managers of CDD operations agree that the role and potential of Strategic Communication within the greater development agenda in general and the CDD vision of empowerment in particular remain largely untapped.

This practical guide aims to unleash the potential added value of Strategic Communication by providing a model for the design of a comprehensive and integrated framework of Strategic Communication that supports the CDD approach, with a strong focus on its manifestation at the community level. It presents Strategic Communication as both a critical management as well as an empowerment tool in its own right. This guide also aims to highlight some of the key potential contributions of Strategic Communication activities and tools to the CDD agenda throughout the

entire project cycle, and across a multitude of institutional levels and stakeholder groups. It is designed for TTLs and communication practitioners at the country level, and provides both with a practical overview of some of the critical aspects to consider and issues to keep in mind when designing and integrating a strategic communication framework for a given CDD operation.

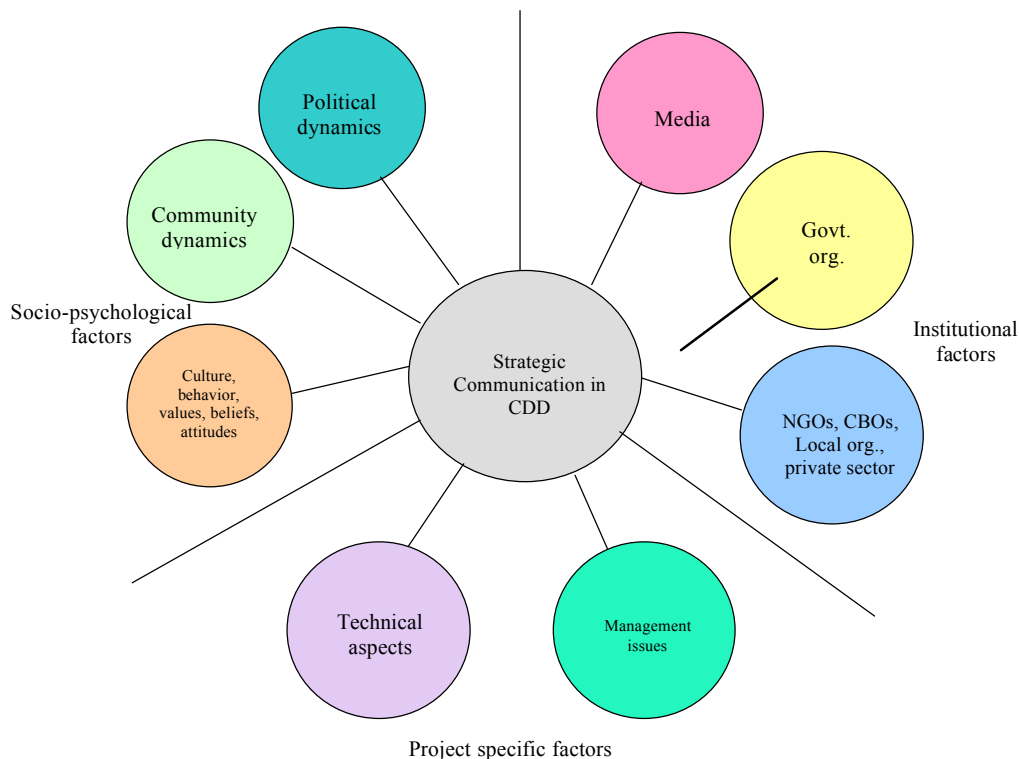
## II. Strategic Communication and Community Driven Development:

### A. CDD Vision and Strategic Communication:

The *CDD vision* promotes five primary dimensions -- community empowerment, capacity building of local governments, re-aligning the center, accountability, and learning by doing -- toward social and economic development of beneficiary stakeholders. These dimensions are often reflected in particular operational designs that may be based on any of several common institutional arrangements, a multi-sectoral and cross functional framework, and a dynamic, people-oriented, incentive based relationship among the various stakeholders involved.

While community empowerment and public reform efforts are not new to the broad spectrum of development interventions, it is the strong emphasis on an integrated enabling environment for sustainable development that gives the CDD approach its significant added value. For example, multi-sectoral efforts for decentralization and capacity building at the local government and community levels are a critical element of the overall enabling environment for sustainable CDD. The integration of a Strategic Communication framework into CDD interventions is also increasingly considered a critical enabler for sustainable CDD programs and activities.

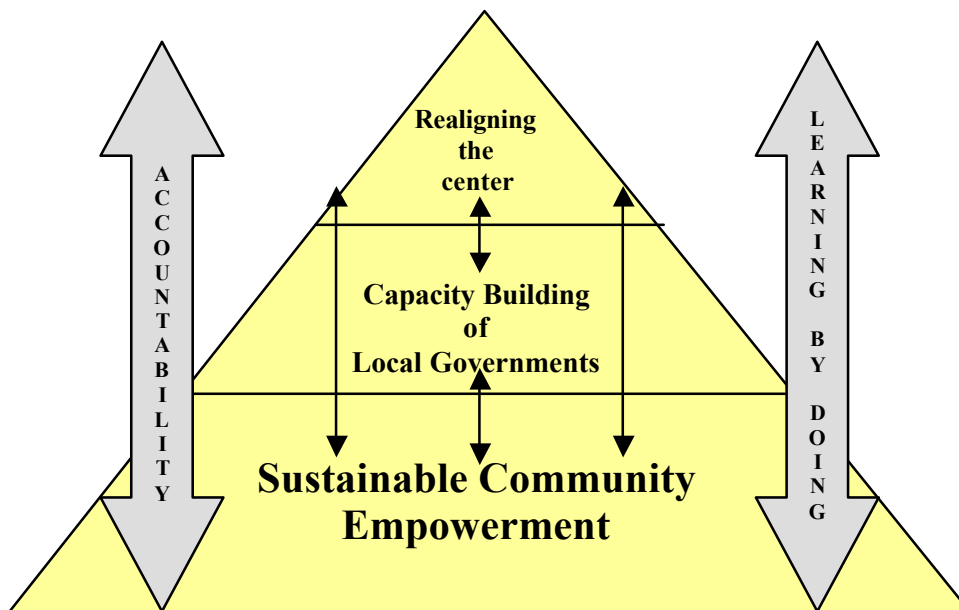
A *Strategic Communication* framework serves multiple important roles in the development process and takes into account psychological, socio-political, cultural, and economic dynamics within and across stakeholder groups directly or indirectly involved in the development process. The Strategic Communication intervention is a combination of a variety of information, education, mobilization, behavior change, and capacity building activities that help facilitate horizontal and vertical relationship building, top-down and bottom-up political action, accountability, process management, social and behavior change through knowledge and learning.



## B. CDD Dimensions, Characteristics, and their Linkage to Strategic Communication:

**Community Empowerment:** 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 community's capacity, resources and authority to mobilize, organize and undertake local development initiatives. "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."<sup>1</sup>

Sustainable community empowerment is greatly dependent on and plays a critical role in promoting other key CDD dimensions. These additional mutually reinforcing dimensions of CDD include **capacity building of local governments, decentralization/re-aligning the center, accountability, and capacity building through learning by doing.** *This guide focuses primarily on communication activities designed to support direct community empowerment efforts.*



### The Main Role of Strategic Communication in Community Empowerment:

- Empower communities with the ability to self reflect, identify own needs, challenges and resources, engage in productive conflict resolution, tap into own capacities, and make authentic collective decisions.
- Promote an information sharing culture within and among communities for learning and mobilization purposes, and demonstrate to communities the power of information sharing and awareness raising;

<sup>1</sup> "Scaling Up Community Driven Development: Theoretical Underpinnings and Program Design Implications," by Hans Binswanger and Swaminathan Aiyar, World Bank Policy Research Working Paper 3039, May 2003, p-5

- Promote and extend the voices of the poor for participation in public dialogue, inclusion in community and development affairs, and demand for greater and better service within their own communities and from local governments and institutions;
- Facilitate two-way information dissemination and exchange related to design and management of community based micro-projects;
- Facilitate two-way education and learning about sectoral and multi-sectoral topics for behavior change toward sustainable development and empowerment;
- Facilitate community access to market information, access and values; provide community members with knowledge and information useful to conducting transactions with both the government and markets;
- Institute new communication channels within and across communities, and between communities and local authorities, that could be leveraged beyond the particular operation;
- Generate “critical tension” between communities and their local representatives for collaboration;
- Facilitate a realistic, relevant, culturally sensitive, and effective outreach to community groups regarding their roles, responsibilities, benefits and tradeoffs related to project participation.

Other key operational characteristics and their link to Strategic Communication include the following:

<b>CDD Operational Characteristic:</b>	<b>Role of Strategic Communication</b>
<p><b>Institutional Arrangements:</b> CDD operations indicate three typical alternatives for institutional arrangements defining the CDD operational environment. These alternatives include the following:</p> <ul style="list-style-type: none"> <li>a. Partnerships between communities and local or municipal governments</li> <li>b. Partnerships between communities and private support organizations (NGOs or private firms)</li> <li>c. Direct partnership between communities and central government or a central fund.</li> </ul>	<p>An intervention will play a significant role from initial stages of project design in gathering and exchanging sufficient information to determine the choice of the institutional arrangement. Such arrangement will depend on the identified local development goals, and country’s institutional reform and capacity building needs. Regardless of the arrangement, CDD operations often require a multi-layer partnership between various levels of government, local level institutions, and communities. A comprehensive intervention will serve as a critical enabling tool to facilitate these partnerships for effective, and sustainable project management &amp; implementation.</p>
<p><b>Multi-sectoral, Cross-functional, Community Driven, Bottom-up Information Flow:</b> By nature, most CDD operations are multi-sectoral, allowing communities to identify and define their development objectives based on a broad examination of community conditions and priorities. A multi-sectoral approach is also supportive of Local Government Authority, LGA empowerment aspiring to institutionalize reform and change in an integrated core of public management practices rather than in a particular sectoral ministry. Such an 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>An intervention will play a key role in facilitating the required multi-sectoral and horizontal information flows that are often infrequent and atypical in the country’s setting. An effective plan will focus on the decentralization of information, and on the institution of multi-way, bottom-up communication, monitoring, evaluation and feedback channels. The approach is very different from the traditional practices in which communities are often the mere recipients of information regarding potential “benefits” and required “sacrifices” of a given development intervention. Communication activities will also help facilitate inter-agency linkages that is often equally foreign where bureaucratic bottlenecks perpetuate a political culture of centralization &amp; isolation.</p>

<b>CDD Operational Characteristic:</b>	<b>Role of Strategic Communication</b>
<p><b>Ownership, Commitment, Participation and Accountability at the Community Level:</b> Community empowerment goals require the application of participatory practices from the initial stages of project design, thus facilitating community ownership and commitment to their own development processes. Additionally, communities must not only define their own developmental objectives and priorities, but also engage actively in all design and implementation processes of local micro-projects. Such involvement, in the form of participatory appraisal, project management, communication and participatory monitoring and evaluation activities, helps empower communities and build their capacity for handling development activities in a sustainable and replicable manner.</p>	<p>A Communication Strategy and its Action Plan will 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, association, private entrepreneurs, traditional leaders and local level institutions. Additionally, communication and mobilization activities will ensure that the voice of the traditionally marginalized and excluded is heard and promoted. A communication strategy therefore will play a key role in helping deliver the CDD promise for social and gender inclusion and the promotion of voice to the voiceless and prevention of elite capture.</p>
<p><b>Mobilization and engagement through access to information and linkage to markets:</b> One of the most critical challenges to empowerment, particularly in extremely poor environments, is a community's sense and legacy of isolation, alienation, uselessness and powerlessness vis-a-vis greater political, social and economic networks.</p>	<p>A Strategic Communication approach will therefore facilitate 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>
<p><b>People-oriented, relationship based development and capacity building activities:</b> The CDD approach cultivates the human element of economic development by focusing on and exploring some of the cultural and informal aspects of development hurdles, and by promoting economic empowerment through participation, partnerships, capacity building of social capital, and relationship based collaboration between communities and their elected governments at various levels.</p>	<p>A Strategic Communication intervention will facilitate participatory investigation into stockholders' needs, concerns, dynamics, resources and vision beyond the basic conditions of communities and their access to goods and services, and into the needs for communication between human beings for their own qualitative development and for that of societies in which they live. It is the existence of such communication and its democratization that is believed to contribute to bringing about social and economic empowerment.</p>

CDD Operational Characteristic:	Role of Strategic Communication
<p><b>Complex incentive structures and critical tensions for stakeholder collaboration and engagement:</b> CDD operations often provide substantive incentives for communities to assume responsibilities over their own development plan. However, 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 commonly integrated into operations, other triggers for collaboration are mostly based on democratic concepts of civic engagement and public service.</p>	<p>An intervention is therefore critical in increasing the likelihood of success and sustainability of participation, decentralization and capacity building endeavors by ensuring and facilitating a transparent and consistent flow of information among various stakeholder groups, and their consequent ability to make knowledge and incentive based decision, as well as apply critical tensions and demand for information toward each other, most particularly between communities and their LGAs. The 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.</p>
<p><b>Evolving roles of initial beneficiaries based on needs to replicate and scale-up operations:</b> CDD operations are often community focused and initially small scale. In order to capitalize on the benefits associated with each operation’s targeted efforts, and to scale-up rapidly, it is important for initial project beneficiaries to assume the role of trainers, educators, and information brokers in more advanced program stages.</p>	<p>A Strategic Communication approach will therefore ensure that from project start not only do participating beneficiaries clearly understand project objectives and processes, but also that their capacity, through training, critical reflection and learning by doing is sufficiently developed to pass on and share critical knowledge to other groups.</p>

### III. Strategic Communication for CDD – A FIVE -Step Guide:

The development and incorporation of a Strategic Communication intervention in CDD operations starts from the very beginning of the project design phase and evolves throughout the project cycle. Strategic Communication approach is very flexible. The strategy and action plan can be updated, modified, and fine-tuned at any time based on the feedback and other monitoring mechanisms throughout the implementation.

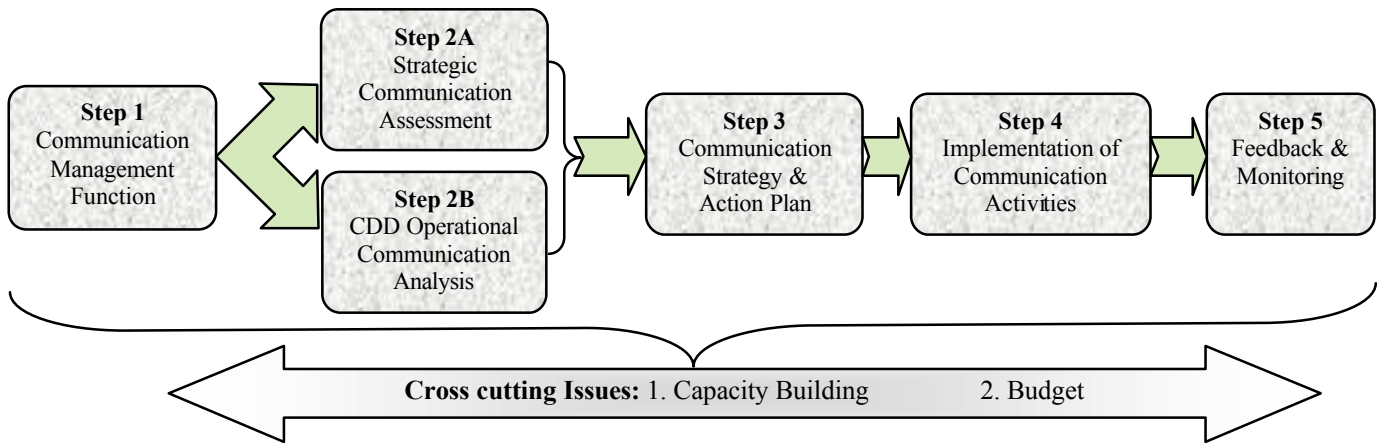
This section elaborates a FIVE-step approach to design and implement a successful Strategic Communication intervention in CDD operations.

#### A. FIVE Basics of Strategic Communication:

The following table lists FIVE key features of Strategic Communication in CDD that are essential to keep in mind while designing and implementing a communication intervention.

<b>FIVE Basics of Strategic Communication</b>	
<b><i>1. Strategic Communication is a key element for strategic project design</i></b>	Communication activities provide significant contribution to a realistic and effective project design by building awareness and understanding among project managers regarding cultural, social, and political conditions, perceptions and incentive structures among all stakeholders.
<b><i>2. Strategic Communication is a critical management tool for implementation and scaling up</i></b>	Strategic Communication activities provide a critical thread among all stakeholders for common understanding of and commitment to project objectives and activities. Communication facilitates multi-directional exchange of important information for knowledge based and realistic decision making at all levels.
<b><i>3. Strategic Communication is a value-added operational tool</i></b>	Strategic Communication activities help identify existing development related perceptions, level of knowledge and learning needs, and consequently, through culturally sensitive education, learning and mobilization efforts, help improve behaviors, empower, and build networks and capacity among stakeholders.
<b><i>4. Communication capacity/function is an integral element at all institutional levels</i></b>	Strategic Communication ensures training and capacity building in order to facilitate effective and dynamic communication channels that account for realistic conditions and needs at all levels.
<b><i>5. Communication activities must be explicit and independently appraised</i></b>	Strategic Communication is planned, funded, implemented, evaluated, and scaled up independently.

## B. FIVE Steps to a Successful Strategic Communication Intervention:



## STEP ONE

### Communication Management Function

The first step in the process of developing, implementing, and scaling up an effective Strategic Communication intervention is to ensure that both the World Bank project team (preparation or supervision) and more importantly the government counterparts (initially at the central level and consequently at the regional or local levels) 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 activities. Project management units should therefore account for this need and keep the Strategic Communication management function active throughout the implementation process.

**The following are possible challenges that can emerge from the need for Communication Management Function, and recommended approaches to address these challenges:**

1. At what phase of the project should the communication specialist/function be active?

As part of the Bank's team, a communication specialist/consultant should be primarily involved at the initial stages of project identification and design. The TTL or the community development expert may assume some of the responsibilities at future stages, although it is suggested that the tasks will be consolidated from the very initial phase as the responsibility of one specialist. The Bank's specialist ought to continue and monitor activities throughout supervision, working closely with the country's counterpart. It is even more critical that a communication specialist be identified for ongoing planning and implementation of communication activities at the national level. Capacity at the state/municipal, local government, and particularly the community level should operate on an ongoing basis throughout project implementation in order to identify needs, channels, messages, and groups of stakeholders based on changing and evolving project stages and conditions.

2. What are the main roles of a communication function at each level of management unit?

See table (p. 14) of communication roles at each institutional level.

3. What if the Bank team or any of the local project management teams can not afford to finance a communication specialist?

It is sometimes the case that Strategic Communication activities are unfortunately and wrongly viewed as secondary in importance to overall project management and operational needs, and are therefore not valued highly enough to afford as a separate function. This guide, as do many research findings, aims to establish the case for the strategic significance of communication intervention, and the primary role of a specialist at each level of implementation. Still, a more realistic scenario is likely to be that the responsibilities of the communication function may be combined with that of other directly or indirectly related management functions. If you find that this is the case in your operation, aim to identify existing specialists within each of the management units that have the capacity and understanding of strategic communication needs, and that could assume ownership over the development and management of the Strategic Communication intervention.

4. What are the other type of management functions to which Strategic Communication could be linked?

It is perceived by some that Strategic Communication activities may be easily combined with M&E management. This could sometimes be the case in some operations although for the majority of cases it is nothing but a misperception. Monitoring and evaluation has its role within the overall strategic communication framework, and managers of management information systems may well be aware of some of the information exchanges and knowledge management needs associated with each level of project implementation. Still, Strategic Communication includes a whole host of objectives and activities that are not related to monitoring and evaluation, and are designed to build awareness, change behavior, empower and educate. However, in the absence of sufficient resources and when the need to combine responsibilities occur, such access to and management of information by the M&E specialist may indeed position her/him to assume the management of the Strategic Communication intervention. Still, it is most advisable that such a specialist will become fully aware of the comprehensive view of Strategic Communication and of its important role in elements other than project management, (the primary focus of M&E). Other specialists who may assume the role of communication management may be community outreach specialists, community development officers, and others who comprehend the importance of communication as both a management and an empowerment tool. Alternatively it is also possible that such a role will be outsourced to an NGO or private firm that specializes in communication and may be involved on a partial but ongoing basis.

5. What are some other type of activities of which Strategic Communication could leverage for cost cutting and efficiency purposes?

CDD operations are often designed and implemented in countries with other development interventions, some of them may be strongly oriented toward community based activities and efforts, and some may clearly require and involve ongoing communication interventions. It is most advisable therefore for the Bank and central counterpart teams to assess the overall development environment in which the CDD operation will take place and to identify potential synergies for Strategic Communication (as is most likely done for other purposes). For example, many CDD operations in Africa take place in countries where HIV/AIDS interventions are also in place. Such operations often call for broad range or focused education and behavior change campaigns. The management capacity of such campaigns, the research utilized for them, the networking and channels identified, can all be applicable and be of significant usage to a CDD project.

**The following are some key communication functions at each institutional level:**

<b>Institutional Level:</b>	<b>Key Communication Roles:</b>
<b>At World Bank Project management team:</b>	<ul style="list-style-type: none"> <li>• facilitate, along with central counterpart, stakeholder identification, analysis and sensitization;</li> <li>• communicate (along with central PMU communication counterpart) to Bank management team all design related messages and issues, particularly with regards to stakeholder relations and incentive structures;</li> <li>• Support the Bank’s management team and government stakeholders’ expectations during design process;</li> <li>• Support the development of the communication strategy along with counterparts (research capacity, needs, stakeholders, main messages, scope, scale and delivery style, etc.), and supervise its implementation.</li> </ul>
<b>At Central Government counterpart team (PIU, PMU):</b>	<ul style="list-style-type: none"> <li>• facilitate, along with Bank communication specialist, all sensitization events and stakeholder outreach;</li> <li>• communicate to Bank management team all design related messages and issues, particularly in regards to stakeholder relations and incentive structures;</li> <li>• develop communication strategy along with Bank counterpart: identify capacity needs, messages, stakeholders, outsourcing options (To PR firms, communication specialists, etc);</li> <li>• manage production of supporting materials;</li> <li>• facilitate sector based campaigns and education activities and products to communities;</li> <li>• facilitate intergovernmental project related communication channels and network (newsletter, internet, periodic meetings, etc);</li> <li>• serve as an information clearinghouse for project related information and thus help identify synergies, scale, modifications etc.;</li> <li>• coordinate all required training.</li> </ul>
<b>At State Governments counterpart teams (PIU, PMU):</b>	<ul style="list-style-type: none"> <li>• customize strategy to regional needs, including materials production and identification of local capacity;</li> <li>• facilitate inter-agency communication and outreach at state level required for effective and accountable performance of PMU;</li> <li>• facilitate sector based campaigns and education activities and products to communities;</li> <li>• facilitate ongoing communication, networking and learning with other state PMUs and with central PMU;</li> <li>• facilitate communication campaigns to communities and local governments;</li> <li>• facilitate information sharing and exchange with central fund unit and with LGAs and communities;</li> <li>• facilitate local training requirements.</li> </ul>

<b>Institutional Level:</b>	<b>Key Communication Roles:</b>
<b>At Central Fund Management Unit:</b>	<ul style="list-style-type: none"> <li>• facilitate communication campaign with communities and local governments;</li> <li>• communicate regularly and share knowledge and information with central/state governments regarding financial management issues and contribute to the countries' decentralization policy dialogues;</li> <li>• communicate regularly with management committee at local governments regarding technical assistance, local development plans, sub-project approval and fund disbursement processes, and overall capacity building.</li> </ul>
<b>At Local/District Government management committee:</b>	<ul style="list-style-type: none"> <li>• reach out to participating communities and facilitate participation and involvement during design and implementation of local development plan;</li> <li>• communicate to community scaling up and synergy issues with local government development plan;</li> <li>• reach out to non-participating communities and manage expectations and information requests;</li> <li>• communicate to communities regarding capacity and performance changes and service provision;</li> <li>• facilitate communication with central fund and/or state government regarding process related issues and capacity building and training needs.</li> </ul>
<b>Facilitators of community based appraisal process:</b>	<ul style="list-style-type: none"> <li>• facilitate PM&amp;E communication requirements including outreach to sub-groups, expectation management, accountability and reporting issues, and learning events;</li> <li>• facilitate relationship building and collaboration between communities and local governments;</li> <li>• communicate technical assistance requirements and sectoral information needs to local/state governments (or central fund unit);</li> <li>• facilitate community to community extension and relationship building through information sharing, field visits and learning events;</li> <li>• identify training and capacity building needs and the community level;</li> <li>• facilitate information exchange and outreach with local markets, private sector, and to relevant NGOs and local level institutions;</li> <li>• facilitate production of local materials and community input into centrally produced materials.</li> </ul>
<b>At Community management committees (work with facilitator and then independently):</b>	<ul style="list-style-type: none"> <li>• reach out to all community sub-groups for participation, inclusion and contribution to local development purposes;</li> <li>• manage information and expectations regarding the project and all its M&amp;E requirements;</li> <li>• facilitate outreach to local government and communication of needs and demands for participation;</li> <li>• facilitate communication with local, state and central government for sector based education, information and communication needs. And help facilitate behavior change campaign and activities;</li> <li>• facilitate learning and critical reflection events;</li> <li>• facilitate community to community extension, information sharing and learning.</li> </ul>

## STEP TWO-A

### **Strategic Communication Assessment:**

A Strategic Communication Assessment should take place at the very initial stages of project design. This is critical for identifying the strategic issues, understanding the existing communication capacity and dynamics for the particular operation. The assessment will provide a road map for the development of 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 would typically examine the following major issues:

1. Enabling communication environment: The design process of a communication strategy for CDD operations should begin with an investigation into existing communication channels and capacity within the target country/areas and at each level of project implementation (National, Central, state, local, community). Such investigation may be instrumental for the understanding of the overall enabling environment (legal, cultural, political formal and informal) for communication activities in country, and of existing structures and institutions of which the communication strategy can leverage. Some key capacity issues that ought to be clarified and accounted for in the development of a communication strategy include the following:

- Legal constrains and limitations to mass media;
- Political (formal and informal) constraints and to general communication at each level of implementation (i.e. informal information gates and brokers at community level);
- Traditional sources and type of development related messages to communities (Predominantly government, or civil and private sectors);
- Involvement of private sector and civil society in development related communication activities (PR firms, communication and awareness building organizations, etc);
- Existing media (traditional ) vs. emerging (new) media, including information technologies, and popular perceptions of old vs. new media;
- Area coverage of existing media;
- Common communicating style and scope (literacy rate, interpersonal vs. mass media, geographical and cultural diversity etc.);
- Existing communication capacity at each level (traditional communication channels within and among government agencies and between government and communities, i.e. newsletter, radio programs, drama, community based communication centers, etc.);
- Other current major development related communication efforts (HIV/AIDS programs, etc).

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; power relations among stakeholders, tradeoffs and benefits for each in connection with the project.

3. Political dynamics: including supporter/opposition to community empowerment and decentralization efforts, power factors, public trust and confidence in government and among various stakeholders, relevant political events, etc.

4. Cultural characteristics and diversity: language and religious diversity, traditions regarding gender roles, common symbols and customs that should be accounted for, etc.

5. Role and capacity of civil society: understanding general extent of involvement of civil society in public dialogue and capacity to facilitate community mobilization, information campaigns, monitoring and evaluation efforts, etc. (including community based organizations, advocacy groups, NGOs, academics, intellectuals, journalists etc).

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

## STEP TWO-B

### CDD Operational-Communication Analysis:

The operational analysis requires the following two steps:

1. A review of the project’s operational components, sub components, and the consequent identification of all operational elements that either depend on or can be significantly enhanced by a communication intervention.

2. An identification of all primary strategic communication objectives that are linked with each operational characteristic. This will provide an essential foundation for the development of a realistic, comprehensive and sound Communication Strategy including its Action Plan.

**The following table provides five examples of primary communication objectives linked with a project’s possible operational characteristics:**

The operational characteristics listed in the table below are based on a working paper published in the World Bank in 2003 entitled “Scaling up community Driven Development: Theoretical Underpinning and Program Design Implications.”<sup>2</sup>

Operational Characteristics	Strategic Communication Objectives:
1. Participatory Planning and Appraisal (PP&A) of overall operation	<p>This process is key for building trust, ownership, understanding and commitment among the various stakeholders vis-à-vis operational objectives, processes, and other stakeholders involved. 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"> <li>• Awareness building among and sensitization of direct and indirect stakeholders including discussion of objectives, scope, processes, roles, responsibilities, benefits tradeoffs, etc;</li> <li>• Build ownership and contribute to operational effectiveness: Ensure that all direct and indirect stakeholders become aware of the operational context and institutional arrangements, and are given an opportunity to provide input into project design and implementation processes;</li> </ul>

<sup>2</sup> “Scaling Up Community Driven Development: Theoretical Underpinnings and Program Design Implications,” by Hans Binswanger and Swaminathan Aiyar, World Bank Policy Research Working Paper 3039.

<b>Operational Characteristics</b>	<b>Strategic Communication Objectives:</b>
	<ul style="list-style-type: none"> <li>• Build trust through the initiation of new interaction and communication channels among the various stakeholders involved, and thus help improve the relationship paradigm among such groups with a tradition of mistrust;</li> <li>• Identify scope and style of project related messages and possible tools and means of delivery.</li> </ul>
<p>2. Community Development Committee and Sub-Committees to be selected and to manage community program and projects (with acknowledgment of existing coordination and management structure)</p>	<p>Communication activities related to the selection and operation of local development committees are designed to ensure transparent and continuous information flow within the community and between the community and other major stakeholders in local development implementation processes. Such information flow is designed to avoid elite capture 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 facilitate the following:</p> <ul style="list-style-type: none"> <li>• Identify existing power dynamics within existing groups in each community and help determine whether a new development committee should be formed;</li> <li>• Facilitate community wide awareness of the selection process and criteria for appointment to the new development committee;</li> <li>• Facilitate community wide awareness of the roles and responsibilities of the development committee vis-à-vis the community et-large during the sub-project cycle, other existing local committees, and other institutions involved, including the local government.</li> </ul>
<p>3. Participatory community based appraisal, planning, and monitoring &amp; evaluation at community level.</p>	<p>This process is critical for the community to collectively understand, learn from and reflect upon the design, management and implementation activities related to local development plan. Such communication processes should facilitate ongoing information exchange among community members and groups in order to leverage the broad host of local capacities, potential and resources, and in order to ensure that development priorities are based on a collective vision of all members rather than captured by certain elites. Communication activities will be transparent and participatory and will include the following:</p> <ul style="list-style-type: none"> <li>• Establish community recognition and acceptance of the role of the facilitators;</li> <li>• Facilitate participatory community wide discussions of local development vision and priorities;</li> <li>• Ensure community wide awareness and understanding of tradeoffs and benefits of each potential subproject to facilitate knowledge based decision making process;</li> <li>• Facilitate community wide agreement on and awareness of auditing, reporting and accountability and outcome measurement issues in the context of the sub-project cycle;</li> <li>• Facilitate community wide awareness, understanding and critical reflection regarding successes, failure, challenges and opportunities associated with project management and implementation.</li> </ul>

<b>Operational Characteristics</b>	<b>Strategic Communication Objectives:</b>
4. Management of Project Funds by Community	<p>Communication activities supporting this process ought to convey clear messages regarding budgeting, accounting, and reporting responsibilities of all those involved with the management of funds. Communication activities are particularly critical to facilitate the following:</p> <ul style="list-style-type: none"> <li>• Clear understanding among all community members regarding authority, rights and responsibilities for obtaining and managing funds. For examples, it is particularly important that fund disbursement to communities would not be delayed or prevented as a result of mis-communication or misunderstanding of application and allocation requirements and processes;</li> <li>• Clear understanding among local government authorities and other stakeholders outside the community of the community’s rights and abilities related to fund management;</li> <li>• Clear understanding among all members of the community of who manages the funds and what are their reporting and accountability obligations;</li> <li>• Awareness among all local businesses and entrepreneurs of the various opportunities for sub-contracting and project involvement;</li> <li>• Awareness within the community of challenges, opportunities and successes in fund disbursement and allocation for learning purposes.</li> </ul>
5. Community to community extension	<p>This is one of the most important CDD elements in terms of empowerment and scaling up efforts. It is one of the major areas where Strategic Communication is an enabling factor. A regular and systematic communication approach can not only bring communities together socially but also foster the development process by sharing knowledge and experiences. The major communication objectives would include the following:</p> <ul style="list-style-type: none"> <li>• Integrate into overall program objectives and processes the role of community to community extension and the relevance of it for scaling up purposes.</li> <li>• Facilitate knowledge and experience sharing regarding the development process among communities by institutionalizing a consistent and systematic process and capacity for such exchanges;</li> <li>• 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 others communities;</li> <li>• Promote engagement and ownership by local media of the development process in facilitating such exchanges among communities (through utilization of various media channels).</li> </ul>

## STEP THREE

### Communication Strategy and Action Plan:

#### Communication Action Plan: Four Focus Areas

- A. Communication for Program and Sub-project Process Management
- B. Communication for Learning and Behavior Change
- C. Communication for Mobilization and Building Relationship
- D. Capacity Building and Training

A Communication Action Plan involves the development of a comprehensive and detailed matrix which elaborates on major communication objectives identified in the Communication Strategy and is critical for the successful implementation of a communication intervention in CDD operations. The action plan is ideally designed following the development of a Communication Strategy.

These four focus areas will also help guide the consequent identification of each of the elements included in the matrix. However, it is likely that there will be frequent overlaps between the four areas in the process of developing the Action Plan.

A Communication Action Plan is generally developed by the communication professional in the project management/implementation unit in collaboration with World Bank's communication specialist. The process of developing an action plan could involve brainstorming sessions or workshop participated by a group of people including government staff, community members, civil society members, and other directly or indirectly involved in issues related to communication, information, participation, public relations, partnership, extension etc. These brainstorming session(s) or workshop(s) should involve a small group of people so that they all can contribute to the development of each of the elements of an action plan.

An Action Plan generally would include the following elements<sup>3</sup>: **I. Objectives, II. Strategic Issues, III. Stakeholders, IV. Messages, V. Activities/Tools, VI. Channels/Networks, VII. Timeline/Frequency, VIII. Responsibility, and IX. Budget**

#### **I. Objectives:**

This entails the introduction of objectives identified in step two-b (communication analysis), as the first guiding column of the action plan matrix. For example: a common CDD operational feature is to ensure community-to-community extension. One of the objectives in a communication intervention for this CDD feature could be to promote relationship building among communities, or to establish mechanism for sharing knowledge and experience within and between communities. It is also important to understand that the objectives should be realistic and be based on the socio-economic and political and cultural dynamics of the given country, region, or the community.

#### **II. Strategic Issues:**

These are issues/areas that are important to take into consideration while designing the messages, selecting activities, or identifying channels or network in any communication intervention, and

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<sup>3</sup> See complete matrix example at the end of this section

particularly in CDD operations. Strategic issues can be linked to socio-economic, cultural, political dynamics, and can also be related to various aspects of communication and other general issues. The following is a list of some of the common issues that have been recognized as strategically for a successful communication intervention in CDD operations:

1. Managing expectations of the stakeholders/beneficiaries/political actors: The CDD approach calls for extensive consultation with and participation of all stakeholder groups from initial stages of project design. If carelessly managed, this could lead to unrealistic expectations, disappointment and eventual distrust and cynicism. Additionally, many poor communities are often approached by donors to participate in projects and develop local action plans, and yet are eventually neglected. Clear and realistic messages are key.
2. Power relations and dynamics: Relationships between development stakeholders within each country may make or break any development effort and should be clearly identified, acknowledged and addressed through new communication messages and channels. For example, relationship between communities and local governments are typically of mistrust and miscommunication. This legacy must be accounted for in process design and messages regarding involvement of each stakeholder group.
3. Source of and access to funds: Many communities can access development funds from several sources outside of government. Multiple sources, requirements and practices could be most confusing and misleading. Harmonizing these sources and requirements is ideal, and clear messages are critical.
4. Existing and new practices: Many communities are well experienced in designing and implementing their own self-help projects. It is therefore key to distinguish between existing development projects, practices, and committees, and ones required by the project.
5. Social exclusion and elite capture: These are some common risks in CDD operations and require therefore clear articulation of incentives, requirements, guidelines and safeguards for participation and inclusion.
6. Development scope and style: Most CDD operations include initially only a small number of communities, with the aim for rapid scaling up. Messages regarding involvement opportunities and incentive must be clearly articulated at initial stages of process, particularly to those who are excluded. Delivery style of messages is another strategic issue in CDD requiring special attention to literacy rate, cultural symbols and customs, language and religious diversity.
7. Incentive structure: It is particularly important to recognize existing incentive structures for government performance and service delivery, and design a capacity building process that accounts for these incentives. Particularly, it is important to account for the fact that local governments are often requested participation and involvement yet without control of funds.
8. Origin and senders of information: It is important to clearly identify the sender of the message or the information for a specific activity (for example: is it the government, a community based organization, an international development agency, or a political leader broadcasting some Public Service Announcements in the local radio?)
9. New communication capacity: There is commonly a need in CDD operations to facilitate new communication channels and messages where communication gaps and voids often exist

(Two way, horizontal and vertical communication flows among all stakeholders, not just top-down).

10. Credibility and trust: Ensuring credibility of the information and its source(s), and identifying strategic information brokers.
11. Timing, Momentum and Sustainability: These are some critical issues for mobilization, behavior change, and knowledge based decisions at each level. For example it is of strategic importance to provide communities with sector related information at the beginning of the PM&E process.

### **III. Stakeholders Identification:**

A communication action plan specifies different set 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. For example, perceptions, needs, ideas, and conditions are extraordinarily diverse within the community depending on one's age, socio economic status, and gender among others. Understanding the differences among each stakeholder groups and approaching each with modified messages, appropriate medium, method, and format is critical for inclusion, participation and empowerment.

In most CDD operations the target audience would typically include the following groups:

1. Project management teams at each institutional level;
2. Within government (central and regional): Ministry of local government, Ministry of planning and decentralization, Ministry of Health, Ministry of community affairs, Ministry of women's affairs, relevant sectoral ministries, various youth agencies, etc.;
3. Within the community: General assembly (with clear outreach segmentation to sub-groups focusing on the very poor and the traditionally excluded groups including women, youth, elderly, etc), traditional leaders (opinion leaders, religious leaders), teachers, existing committees and associations, community based organizations, any outsiders involved, including facilitators of community based PM&E process, extension workers, entrepreneurs, private sector entities;
4. Within local government: All relevant sectoral ministers, community development officers, communication/outreach officers, existing management committees, etc.;
5. Within civil society: NGOs and advocacy groups at all levels, Academics, Local and national media, Private sectors in different levels, Health workers;
6. Among international organizations: International NGOs, Bilateral and multilateral donor agencies.

### **IV. Messages:**

Apart from selecting the objectives, the other most important element of a communication action plan is the Message. A well developed message should ideally focus on stakeholders and objectives. An action plan would normally list some ideas for messages to involve and/or reach certain group of stakeholders for modifying behavior, providing incentives, clarifying roles, and achieving any other specific objective.

Ideally, development of messages for each group of stakeholders requires a separate exercise such as brainstorming sessions, small consultation workshop(s), and/or inputs from a communication

working group(s). However, in most cases the project communication specialist/team with the help of journalists, or creative writers, or a Public Relations expert develops messages. Sometime the senior project officials or the government officials suggest/influence the theme for the messages too. It is important to note that the effective and useful message should be developed professionally and would consider various strategic issues.

**The following are some thematic examples of key message categories:**

1. Themes related to participation, inclusion and voice

- Lack of participation and social exclusion exist and pose threat and risk to development success and sustainability;
- The groups typically excluded are the very poor, women, youth, illiterate, elderly and disabled;
- There are numerous benefits to participation, including a shared vision (and shared risks), new innovative ideas for development, spillover benefits to entire community including greater voice, mobilization power, better development outcomes, and improved relations with other communities and with local government;
- Participation and inclusion are critical from initial stages of project (macro program as well as community based sub-projects), to build trust, ownership and mobilization;
- Participation is not limited to one way consultation but is rather focused on the expression of voice and a two way communication flow;
- Elite capture and social exclusion are prohibited by the project's guidelines, safeguards and procedures and may prevent disbursement of funds to communities.

2. Themes related to direct transfer of funds to communities

- Funds are available and are untied;
- There are specific criteria, guidelines, conditions, compliance with negative lists, and safeguards associated with access to funds related to level of poverty, experience with self-help projects, accountability, inclusion, etc.;
- Access to funds is contingent also on matching grants from community and local government, and require also collection of user and maintenance fees;
- Communities can obtain direct access to funds from central fund unit and can manage funds independently without involvement of local governments;
- Local governments have some involvement requirements related mostly to technical assistance, reporting and monitoring;
- Budgeting and accounting training and assistance are available.

3. Themes related to community design, implementation and maintenance of sub-projects

- Sub-projects are to be selected based on a shared vision of local development of all members of the community. Project priorities can be based on discussions and specific technical information;
- Sectoral and technical information relevant to local projects;
- Management committees must be formed and clearly identify and agree on roles and responsibilities, including monitoring and evaluation, accountability and reporting;
- Required practices, procedures and management capacity may be the same or ? most likely different from existing practices associated with local self-help projects;
- Sub contracting to local entrepreneurs should be facilitated by the community, possibly in collaboration with LGA;
- There are particular involvement and participation opportunities for all community members, including local entrepreneurs;

- Matching grants, and user fees to cover re-occurring costs are critical and mandatory for maintenance and sustainability;
- Process information regarding reporting, accountability, disbursement and utilization of funds, etc.;
- Other communities can be collaborated with for exchange of knowledge and learning
- Critical reflection and learning about process and outcome.

#### 4. Themes related to power relations and accountability

- Current power relations among various stakeholders may be leveraged for realistic and effective project implementation. They may also impede development and should be recognized and accounted for;
- Power relations could be associated with access to resources, including, money, information, prestige, socio-cultural traditional roles;
- Traditional power relations and dynamics are carefully monitored for their effect on accountability and transparency. Corruption, nepotism, favoritism, and mismanagement of funds are unacceptable under any circumstances and would carry 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, among others;
- Power relations at any stakeholder level, particularly within the community, can be dealt with through clear segmentation for the population to strategic sub-groups, which are approached separately in appropriate conditions;
- Traditional power relations, especially between the communities and local governments, may be reflected in significant distrust, cynicism and miscommunication. Incentives for participation and contribution should therefore account for these hurdles.

#### 5. Themes related to 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 building is best through a learning-by-doing process. Engagement and involvement are critical, and mistakes are allowed;
- Capacity assistance and training is available at all levels (media, accounting, general management, sectoral skills and knowledge, etc);
- Certain project components are particularly designed for capacity building purposes and may evolve and change as capacity is gained.

#### 6. Themes related to incentive structure

- Existing traditions, customs, perceptions and behavior among all stakeholder groups may be conflicting with and impeding to required process and aspired development outcomes. These should be recognized and accounted for. For example, some communities may have extremely negative and cynical perceptions of their own capacities and resources for development improvement. Incentives for engagement and mobilization must therefore be clearly articulated;
- Some roles and responsibilities related to project processes may not provide sufficient incentives for certain stakeholder participation. For example, local governments are expected to contribute to the local development process without (at least initial) access to and management of funds. Clear incentives (whether embedded in project design and evolution, or in political rewards) for such contribution should be clearly articulated;

- Capacity building process for local governments or other institutions (local media for instance) should be based on an obtainable, clear and realistic incentive structure. (additional access to funds, and management as performance improves, etc);
- Accountability, transparency and participation are conditions for project involvement. There are numerous positive (benefits) and negative (punishments) incentives for compliance.

## **V. Activities and Tools :**

Strategic Communication activities, whether serving as a management tool or as value added stand-alone activities, ought to be mainstreamed into all operational components. As such, Strategic Communication frameworks should become a key element of the project's management component. It is important to keep in mind however, that many CDD operations, including HIV/AIDS projects for instance, require or could greatly benefit from a stand alone communication component or subcomponent. Those may include awareness and behavior change campaigns involving particular populations; establishment of a network of communication centers across communities, facilitation and establishment of grassroots radio and media stations; facilitation of broad based journalist training programs etc. It is most likely that the need and role for such stand alone components will be clearly identified in the course of developing and thinking through the broader strategic communication framework.

The following are some examples of key activities and stand alone communication components that may be included in a comprehensive CDD Communication Strategy. These activities can be categorized based on their fit along the program cycle. Most activities will occur during implementation, and some will occur all throughout the program cycle.

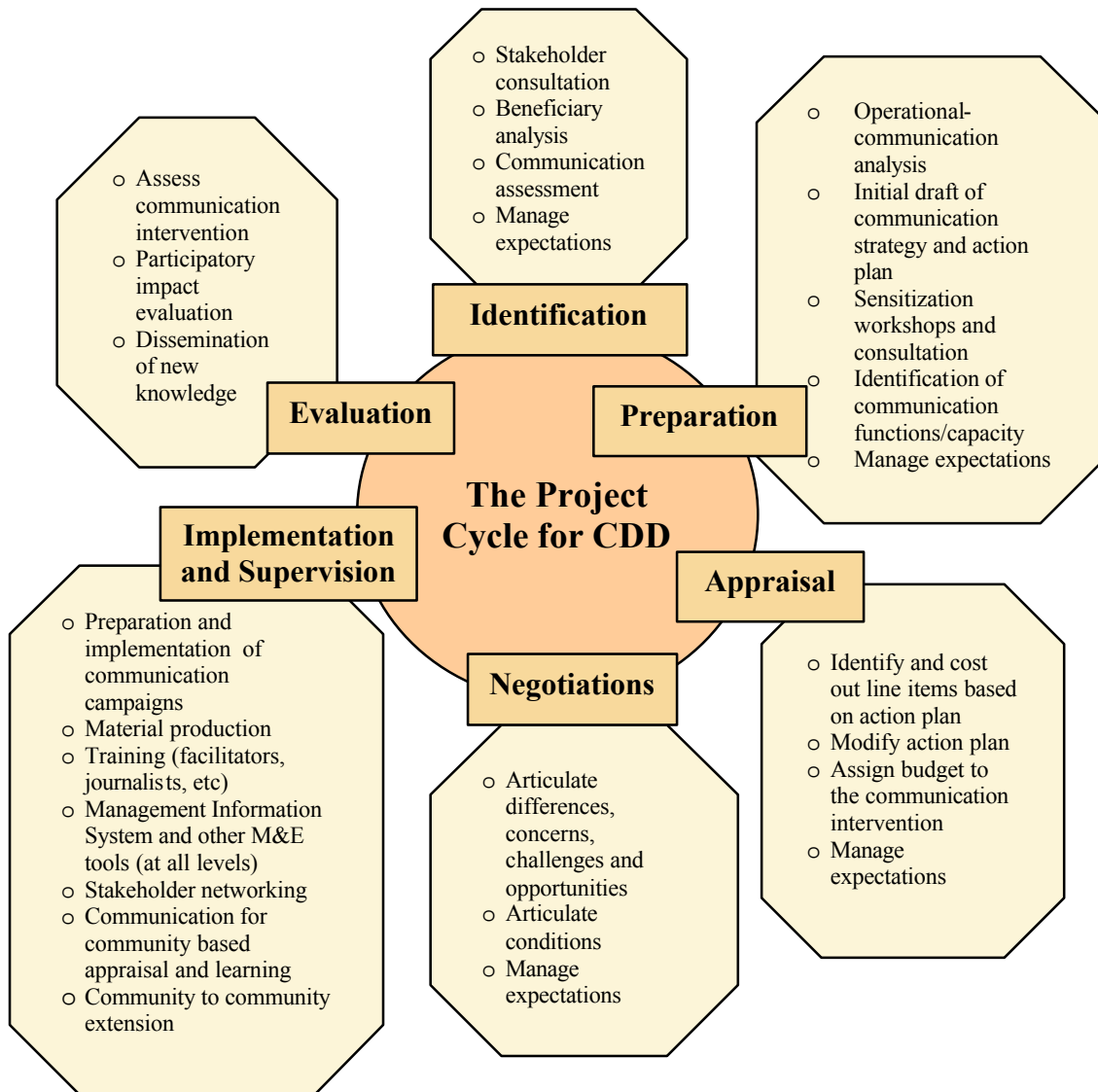
### **A. Main Activities During Project Identification and Preparation:**

1. Sensitization workshops at initial stages of project design and implementation ought to be customized for each stakeholder group and include relevant information about the proposed project, objectives, procedures, stakeholders timeframe, project cycle, etc. Related products may include a general flyer with general project information and an explanation of the World Bank project cycle.
2. Stakeholder consultation meetings and workshops in which there is a great emphasis on bottom up communication and voice for the poor, development of trust, ownership and relationship among all stakeholder groups, exploration of needs, concerns, incentive structures, power dynamics, capacity, experience, potential role, benefits, tradeoffs, etc.

### **B. Main Activities During Initial Stages of Project Launch:**

3. Project related PR campaigns for management and recruiting purposes: Still at initial stages of project launch it is important to facilitate all types of mass communication needs for specialist recruitment purposes (i.e.: community facilitators) and overall information to the public about the government's/World Bank assisted efforts to advance the poverty reduction agenda. Such activities could be based on press conferences, radio campaigns, dissemination of pamphlets, etc.
4. Management training and production of training materials: Training activities may be available for community based facilitators of Participatory Rural Appraisal (PRA) process, for PMU and community members for budget, procurement and accounting management, and for other managerial purposes. Activities may include the integration of a comprehensive

communication module into the training, awareness raising activities regarding the availability of training, and the production of all related materials.



5. Production of simplified and user friendly operational manuals, also by communities: The production of such material may be instrumental in facilitating learning, understanding and empowerment among stakeholders at all levels, and reducing the chances of bottlenecks, bureaucratic delays, and mis-communication. Activities facilitating the production of simplified materials should include, and possibly be conducted by the stakeholder group. For example, communities can be involved, following some initial experience with sub-project design and implementation, with the production of community friendly instruction and guidance materials that could later be used by other communities.
6. Journalist training: Print and electronic media journalists may serve a key role in the advancement of project objectives, including community mobilization, awareness building, education and behavior change, monitoring and evaluation of local government performance, relationship building, etc. It is therefore recommended, where basic capacity exists, to

identify and train journalists about the general objectives of the project, and their potential roles.

7. MIS for CDD: A Management Information System (MIS) will be developed at project launch and utilized throughout implementation. It is a tool to collect, analyze, store and disseminate information useful for decision making in a project. A good MIS builds on a project's success while using lessons from earlier experiences to improve project performance. CDD management information systems (MISs) differ from other project MISs because their demand-driven approach makes precise planning and forecasting virtually impossible, thereby requiring the MIS to be very flexible. Moreover, many specific anti-poverty indicators must be tracked, and the system must track many contractors and different types of disbursement and procurement methods. Management activities may be decentralized to the field, and many important activities, such as training, outreach, and monitoring, may also be subcontracted. A CDD project's MIS must be able to process all these and other types of information.

### **C. Main Activities Throughout Implementation and Evaluation:**

8. Public Education and Awareness Campaigns (single or multi-sector): These campaigns are usually designed to support general wide-scope messages that are not community or sub-project specific but rather aim to raise general awareness to particular topics. Such campaigns may be related to HIV/AIDS, environmental protection, general education, etc. These campaigns may be launched at initial stages of the project when funds are only beginning to become available to communities, thus raising general awareness while later being supplemented by more customized campaigns. These may utilize any form of popular mass media, and are likely to require the enlisting of local communication capacity and the production of materials, videos, radio programs, journalist training, etc.
9. Stakeholder networking and knowledge sharing activities/tools: At initial stages of project and throughout implementation knowledge sharing activities among institutional stakeholders can help identify project synergies, best practices, and an overall community of practice. Activities may include periodic workshops/seminars (e.g., community facilitators, or PMUs at regional levels), and the production of periodic newsletter (electronic or print) within stakeholder groups for networking and knowledge sharing regarding project issues.
10. Production and implementation (participatory and two-way) of targeted public information and education campaigns for behavior change: In addition to or instead of large scale campaign (single or multi sectoral), communication activities for awareness raising and behavior change are likely to be significantly more effective if messages, audience, channels and tools are customized and clearly segmented to selected topics and stakeholder groups. Such activities should include monitoring and evaluation, and be designed based on focus group consultation and stakeholder feedback. For example, youth in various communities could be motivated to assume a leadership role in peer education and behavior change related to reproductive health. Additionally, teachers in a given community could be supported to facilitate information and education events for the community regarding the link between hygiene, sanitation and kids' learning. Such activities may be facilitated by a local drama troop, the regional production of education videos, to be viewed at the local communication center, local production of posters and leaflets (school children or other appropriate groups), through a series of learning and sports events coordinated by youth clubs, etc. The timing of such activities may be critical given decision making process associated with the sub-project cycle.
11. Community based Participatory Rural Appraisal (PRA) process: The PRA involves a communication process based on participation, inclusion, awareness building, mobilization, reporting, education, self reflection, and knowledge based decision making objectives

Communication activities are likely to be facilitated by the PRA facilitator in collaboration with the local community outreach officer and focus on reaching out, together and separately, to all community subgroups. Communication activities may include but are not limited to the following (CDD Sourcebook):

- a. *Village Mapping* - In this exercise, various groups in the village make a drawing of how they see their village. Groups decide for themselves what they want to represent on their map and how. Usually, this exercise generates much enthusiasm among participants. Since mapping is done by various social groups separately, it enhances the voice of each, and fosters a dialog between them.
- b. *Semi-structured Interviews* - The semi-structured interview (SSI) is an ideal tool to better understand a particular issue. It falls somewhere between a general discussion and an organized survey. To ensure free expression by the vulnerable, the SSI is carried out in sub-groups. It throws light on the activities of the various socio-professional groups, village organizations and administrative organizations involved with the community, as well as the utilization of resources.
- c. *Transect* - This consists of a walk through a village and surrounding land, or through an urban neighborhood. During this walk, villagers discuss in detail the various aspects of their physical reality: soils, water supply, sanitation, roads, land issues, erosion. The findings and major conclusions of the walk are then sketched as a diagram which can be shared with the other members of the community. Mixed groups--men, women, young, old, all walking together—enhance debate.
- d. *Venn Diagram* - The Venn diagram is a method for visualizing and analyzing the relationships between the various actors in the village, internal and external. By drawing this diagram, villagers express their perception of relations between groups in the village, and relations with outsiders such as local authorities, political representatives, private and public service providers. Each group in the village draws its own diagram. This highlights cases where some groups benefit more from external service providers than others. For example, female-headed households typically have less access to extension agents than other farmers.
- e. *Identification of Priorities* - In diagnostic exercises, villagers usually identify a long list (of sometimes over one hundred) problems. Priorities must be set by the community, with safeguards (discussed below) to try and ensure that vulnerable sections have an adequate voice. Several well known techniques can be used by the various groups to identify their priority problems. These include pair-wise comparison, ranking, voting, etc. The very act of wrestling with priorities helps people develop skills in coalition-building, in judging trade-offs, in 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 identified by the villagers are often large, complex, and very difficult to handle. Their perceived magnitude is one reason why communities failed earlier to address the problems. The technique of the “problem tree” helps villagers analyze their priorities. The “problem tree” is a representation of the causes that lead to a problem (the “roots”) and its consequences (the “branches”). The construction of the “problem tree” raises awareness among the participants that problems which may at first seem very large and difficult to address originate by several factors which are closely influenced by the villagers themselves.

Demystification through the elaboration of the “problem tree” is a powerful tool to improve villagers’ awareness of their capacity to actually influence their environment. Participants then discuss the “solution tree”. Specific actions are discussed to attack the identified causes of the priority problem.

- g. *Elaboration of Action Plans* - The actions identified through the “solution tree” now need to be fleshed out and translated into practical action plans. First, in mixed groups, people should discuss what specific actions are needed to attack each aspect of priority problems, and what resources and assistance these actions entail. The technicians can now enrich and strengthen the action plans. The challenge technicians face is to avoid the trap of prescribing solutions, something that would affect local ownership. At this stage the exercise is no longer multi-sectoral. Volunteers and local experts should participate along with the professionals. Next, the revised draft is presented to the village assembly for further discussion and eventual adoption.
- h. *Local education campaigns* - The production and execution of targeted public information and education campaigns as described above, will be integrated into the PM&E process and throughout the various cycles of the sub-project cycle.

12. Community-LGA relationship building and performance monitoring communication activities:

- a. *Participatory meetings and field visits* - communication activities involving local communities and their representatives should aim at facilitating the building of trust and collaboration between these two stakeholder groups. Such activities may include the involvement of LGA representatives in the PM&E process, in the role of observers and contributors of knowledge and information (without control), or may promote the participation of community representatives in LGA committee meetings. Activities may also include reporting and M&E communication tools (posters on community bulleting board regarding LGA performance and/or opportunities for access to information).
- b. *Community Report Card* - The facilitation of community based citizen report card serve as an effective and participatory communication tool for community members to voice their feedback and demand for service provision by local representatives. A citizen report card is one such tool (there are others that serve similar purposes such as government scorecards, etc) that is officially recognized by both community members and members of the local government as a reliable and consistent source of feedback and communication. The report card enable community members to use information to monitor their local governments and hold them accountable for service, while providing local governments with political and financial incentive for performance improvement.
- c. *Governance Scorecard* - This scorecard is a communication tool for government reform and community empowerment. It is based on a set of practical and reform oriented governance indicators linked to several key performance areas and criteria. The scorecard can be used to assess and consequently reform local governments performance and competence in service provision to communities and overall management. Through the assessment and selection process the scorecard can serve as a tool to distinguish governments that are heavily corrupt and/or dysfunctional from those where administrative systems governing policy making, budgeting and basic service provision might be insufficient but are essentially present. The objective for these type of governments where political will and basic performance exist is to provide them with

incentives and training for capacity building and knowledge and clear understanding of standards of good performance. The two primary objectives of the governance scorecard are therefore the following: (i) To provide a practical, simple and systematic strategy to establish a universal benchmark of LGA performance standards based on which LGAs can be assessed and selected for program participation; (ii) To empower LGAs and communities with knowledge and awareness regarding simple, specific and objective performance criteria based on which performance expectations can be legitimately expressed, and particular capacity building objectives can be clearly established. More information on the development of a governance scorecard is available on the CDD website at the governance and public reform page.

13. Community to community learning and field visits: communication activities that promote community to community learning and knowledge sharing are critical to advance mobilization and empowerment objectives and may lead to identification of synergies, cost saving, best practices and other general benefits to all communities involved. Organized tours, field visits and learning days are among some of these activities. These are likely to be facilitated and coordinated by the community management committee's outreach officer.

14. Community based critical reflection and learning days: Related communication activities will aim to enable the community to reflect upon its activities, processes, contributions and impact related to local development efforts and the sub-project cycle, and better understand and appreciate their own resources and capacities. Such learning days may include fun recreational and entertainment activities along with public announcements, discussions, reporting, and presentations by the community management committee and other participants. These could be facilitated by the management committee's outreach officer and be consistently scheduled to take place throughout the sub-project cycle.

15. Grassroots media capacity development and programming:

- a. *Development of community radio capacity and radio programs* - community radio is among the most common and effective communication tools in the developing world and should be utilized for awareness building, information and education campaigns, relationship building, performance monitoring, etc. The building of grassroots radio capacity is therefore a key empowerment tool for local communities, and may involve the establishment of new radio stations, the distribution of radio devices to communities, radio management and journalist training, the purchasing of airtime for particular project related programming (interviews, documentaries, PR campaigns, public service announcements etc).
- b. *Opening and utilization of community communication centers* – Telecenters are local, either independently run or franchised establishments that aim to stimulate and respond to demand for information and communication services. Telecenters may include new and old media services, TV, telephones, faxes, internet, photocopying machines, etc, and may serve as a gathering place for video screening, radio and TV programming website development and internet networking, etc. Telecenters may provide an extremely useful infrastructure not only for learning, education and communication, but also for networking and mobilization of communities. Community members may utilize the telecenter to gather information about markets and to 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* - The use of Information and Communication Technology (ICT) in empowering community through access to information is gaining popularity around the world. ICTs are used in providing communities and individuals easy access to market information, simple communication, application of ICT tools (such as internet, email, web-based e-learning, electronic chat, text-messaging etc.) depends on the target audience in different levels. These are linked to the level of education, socio-economic and cultural dynamics. Identifying appropriate ICT tool for achieving a particular communication objective set in an Action Plan is crucial for successful application of ICT. This is specially important since the application of many ICT tools could be very costly and might involve capacity building efforts. In addition timing is an important factor too since the whole process of a given ICT intervention could require longer time that would go beyond a particular CDD project cycle to achieve the objective. Combination of ICT (such as internet, email etc.) tools with other communication media such as (telephone, Television, radio, etc.) have also been proven effective in providing communities with access to different types of information.

## **VI. Channels/Networks:**

Identifying channels or networks is essential to deliver a message or information and also collect feedback. Knowing the channels/networks helps the successful and effective flow of information. In many cases the selection of activity indicates the type of communication channels and/or networks to be used. However, it is sometimes necessary to identify the channels/networks to reach the target audience. For example: the dissemination of a PSA can use several communication channels such as television, radio, newspaper, magazine etc. The selection of networks can also help reach the target audience effectively and credibly. For example: a local journalists' association or a civil society forum can be used as good networks for developing a two-way communication for disseminating information and collecting feedback on a regular basis.

## **VII. Timeline/Frequency:**

Defining timeline or frequency of a particular activity is one of the important factors for a successful strategic communication intervention in a CDD operation. This should also be considered as a strategic issue while developing a communication action plan. Well planned timeline and flexibility would also help use resources both human and financial efficiently. On the other hand the effectiveness of a certain communication activity or success of reaching a target audience or objective also depends on the timing. For example: arranging a workshop on participatory monitoring and evaluation during the World Cup Football might not be the best time. However, this can be a very good time for broadcasting a Public Service Announcement.

The frequency of a certain communication activity helps keep momentum and ensure sustainability of the process. Besides, both the timing and frequency issues help institutionalize the process of strategic communication intervention and establish a regular two-way communication process.

Some key timing issues related to CDD are the following:

- o Communication for relationship building, and facilitation of ownership, trust, buy-in and knowledge based decision making are key at project design and project launch.

- Communication activities related to expectation management are also key at project design and launch
- Communication activities for effective and accountable management are key on an ongoing basis with frequent interventions such as periodic newsletters, meetings, electronic communication, websites updating, workshops and seminars, etc.
- Communication activities for knowledge sharing and behavior change are critical particularly at the community level during initial stages of PM&E process and all throughout sub-project cycle (with particular interventions at identification of local priorities, sub-project design, mid-and end of project impact evaluation, and during usage and maintenance.

### **VIII. Responsibility:**

This element of a Communication Action Plan ensures the successful and timely implementation of the activities as planned. In addition, the division of responsibility among various government and non-government groups, units, departments, line ministries in collaboration with the communication specialist/team in the Project Management Unit helps develop ownership of the intervention. This is also important in terms of using human and financial resources efficiently. Responsibility for design and delivery of communication activities will usually be of communication/outreach officers or NGOs identified for each institutional level at the capacity identification stage.

### **IX. Budget:**

The process of identifying the budget will enable the manager to outline all main line items and cost factors associated with a particular activity recommended in the Action Plan. This will help the manager to clearly map the strategic process of communication activities and to focus on the realistic and important ones.

Once a budget is attributed to the various elements of each activity, a total budget will be added to appraise the entire communication component. This is particularly important in order to avoid the dismissal of communication activities throughout implementation for lack of planning and consequent lack of resources.

**Following is a sample matrix for a Communication Action Plan elaborating the operational objective to facilitate community to community extension:**

Objective	Strategic issues	Stakeholders	Message	Activities	Channels/ networks	Timing/ Frequency	Responsibility	Budget
Promote the importance of building relationship among communities	<ul style="list-style-type: none"> <li>- political dynamics</li> <li>- economic condition</li> <li>- timing</li> </ul>	<ul style="list-style-type: none"> <li>- community members</li> <li>- community based organizations (NGOs, youth groups etc.)</li> <li>- local private sector</li> <li>- community media/journalist</li> </ul>	<ul style="list-style-type: none"> <li>-Benefits to community from partnerships: synergies, scale, learning, friendship, mobilization power, etc</li> <li>- Interest from other communities</li> </ul>	<ul style="list-style-type: none"> <li>- sensitization workshop</li> <li>- brochure/poster/ calendars</li> <li>- radio programs</li> <li>- public service announcement (PSAs)</li> <li>- religious events</li> </ul>	<ul style="list-style-type: none"> <li>- face to face</li> <li>- small group</li> <li>- NGO forums</li> <li>- mass media</li> </ul>	<ul style="list-style-type: none"> <li>- beginning of the project, sub-project</li> <li>- periodic events focusing on updates, results, experiences</li> </ul>	<ul style="list-style-type: none"> <li>- Government project team</li> <li>- sub-project management teams</li> </ul>	<i>Cost out workshop, material production, radio programming, etc.</i>
Establish mechanism for sharing knowledge and experience within and between communities	<ul style="list-style-type: none"> <li>- political dynamics</li> <li>- language and culture</li> <li>- social issues</li> <li>- involvement of religious/ opinion leaders</li> </ul>	<ul style="list-style-type: none"> <li>- community members</li> <li>- community based organizations (NGOs, youth groups, advocacy groups etc.)</li> <li>- journalists/ community media</li> </ul>	<ul style="list-style-type: none"> <li>- participatory identification of existing and potential channels</li> </ul>	<ul style="list-style-type: none"> <li>- conference</li> <li>- field trip</li> <li>- newsletter</li> <li>- social events</li> <li>- radio talk shows</li> </ul>	<ul style="list-style-type: none"> <li>- face-to-face</li> <li>- mass media</li> <li>- journalists' association</li> </ul>	<ul style="list-style-type: none"> <li>- regular and throughout the project, sub-project</li> </ul>	<ul style="list-style-type: none"> <li>- Government project team</li> <li>- civil society forum of community based organization</li> </ul>	<i>Cost out field trips, newsletter, radio programs, involvement of mass media, etc.</i>
Ensure a regular flow of information and awareness building	<ul style="list-style-type: none"> <li>- language</li> <li>- cultural and social issues</li> <li>- timing</li> <li>- managing expectations</li> </ul>	<ul style="list-style-type: none"> <li>- community members</li> <li>- community based org.</li> <li>- community media</li> <li>- religious/ opinion leaders</li> <li>- private sector</li> </ul>	<ul style="list-style-type: none"> <li>- Importance and benefits of ongoing communication</li> <li>- Participatory identification of specific issues and timing that are important to share</li> </ul>	<ul style="list-style-type: none"> <li>- brochure/ poster/leaflets</li> <li>- radio programs</li> <li>- public service announcement (PSAs)</li> <li>- religious events</li> </ul>	<ul style="list-style-type: none"> <li>- small group comm.</li> <li>- mass media</li> <li>- journalists' association</li> <li>- civil society association, networks</li> </ul>	<ul style="list-style-type: none"> <li>- regularly throughout the project, sub-project</li> </ul>	<ul style="list-style-type: none"> <li>- government project teams</li> <li>- sub-project team, staff</li> </ul>	<i>Cost out material production, events, programs, etc.</i>

## STEP FOUR

### **Implementing Communication Activities:**

Once the Strategy and its Action Plan is developed, the next step is to start implementing the planned communication activities. Following the timeline is one of the most important aspects of a successful communication implementation. Official(s) in the Project Management or Implementation unit(s) would plan in advance for various preparatory steps for implementing each of the communication activities laid out in the Action Plan matrix. These steps/issues during preparation might include hiring of consultant(s), communication firm(s) for producing print/electronic materials, polling agency, resources persons for training/workshop, resource arrangements, etc. All these steps/issues need to be properly taken care of so that each of the activities can be implemented on time.

In addition, it might be useful to prepare and maintain an implementation calendar with a detail timeline of activities and related preparatory works. The calendar would be based on the timeline planned in the Communication Action Plan.

For example, one of the activities in the Action Plan is to produce a promotional video and the date set for the production is December 15<sup>th</sup>. A calendar would include all the steps and realistic timeline so that the video is ready by the date planned. Different steps including institutional arrangements for this video production might include the preparation of a TOR for hiring a consultant/video production firm, procurement, arrange funds etc. The technical aspects of the video production would include the pre-production, production, and post-production phases including research, planning, script writing, gathering of footage, schedule of shoot, shooting, production of graphics, editing, etc.

## STEP FIVE

### **Monitoring & Feedback:**

One of the most important purposes of establishing a mechanism for monitoring and feedback is to measure the impact of the communication activities planned in the Communication Strategy and Action Plan. A good feedback system would help refine the Strategy and Action Plan during the project cycle to ensure the effectiveness of the communication intervention. While a feedback system is generally included to monitor and/or measure the effectiveness of most communication activities listed in the Action Plan, Monitoring & Feedback can be considered as a separate activity used to measure the impact of the entire Strategic Communication intervention in the CDD operation.

Monitoring & Feedback mechanisms can be designed in different ways. A feedback system is generally simple and can be small scale activity. This might include an evaluation questionnaire following a workshop, or media content analysis for monitoring the media channels on specific issue.

On the other hand, a larger and 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 socio-cultural, economic, behavioral issues that are being influenced by the Strategic Communication intervention in a

given CDD intervention. One of the most common feedback mechanisms is attitudinal/opinion surveys. Other feedback activities are specific to the Communication Strategy and provide ongoing information regarding the effectiveness of the strategy itself and the impact of communication activities on development objectives and processes. These activities generally include opinion research, focus groups, course evaluation, media monitoring (such as content analysis) etc. The feedback activities could be part of the action plan. A separate matrix for feedback mechanism could also be developed.

## **CROSS CUTTING ISSUES:**

### **A. Capacity Building for Sustainable Strategic Communication:**

In some operations, the building of sustainable communication capacity and channels at the community level may be identified as a priority. The building of such capacity may involve stepping beyond the particular recommended individual communication activities (such as mobilization at the community level through behavior change campaigns, and local visits to other communities) and the investment in permanent institutional mechanisms/structures for ongoing communication. It may therefore include the opening of communication centers, local journalist training, establishment of new radio station and training for their management and operation, etc.

### **B. Budget for Strategic Communication Intervention:**

Arranging and allocating resources for a Strategic Communication program is one of the major issues that task managers have to address. Other issue that they generally face is to how to use limited resources in the most efficient and useful manner. The size of the communication budget would depend on various issues including the size of the project, geographic location, and existing communication capacity in the country.

There are primarily two types of costs with regards to arranging and allocating funds for a CDD Strategic Communication program: (1) budget for human resources including design, manage, and implement a CDD communication intervention, and (2) budget for communication program/activities that include production and implementation of specific communication actions.

#### **Budget for Human Resources:**

Budget for salaries/benefits of communication professionals including permanent/term staff and/or communication consultant should be taken into consideration while designing a Strategic Communication program. This is applicable for both the World Bank project task team and also the implementing agency of the government. It is important that the World Bank task team include a communication specialist while preparing or supervising the implementation/scaling up of CDD operation. On the government side, communication professionals are typically part of the PMU, relevant ministries/department in local, or regional and central levels. However, it depends on the size and type of the operation.

Apart from the World Bank and Government teams, CDD approach requires communication capacity at the community level. This is one of the distinguishing characteristics of a CDD operation. However, allocation of funds for human resources at

the community level is often included in either the capacity building matrix or in the general action plan.

**Budget for Communication Activities and Capacity Building:**

The composition of budget reflects the typologies and the mix of methods and media which have been selected for a particular project. These would include production of print and electronic materials, dissemination costs such as radio/TV airtime, distribution of print or electronic materials, maintenance of electronic products (such as website, databases, electronic newsletters), arranging seminar/workshop, learning/capacity building events, opinion research/survey, preparation of knowledge products (such as case studies), study tours, development of community radio stations/content development, social/entertainment activities (such as drama, concerts, street show).

Following sample budget tables provide examples of various items and costing for Strategic Communication intervention in CDD projects. However, the allocation of resources could be organized in different ways and would be based on the context and needs. For example: it can be organized by the major objectives or themes such as public education, awareness campaign, capacity building, etc. or by major activities such as development of Communication Strategy and Action Plan, production of print and electronic materials, training workshops, supervision, etc.).

**Sample Budget Outline for Developmen of Communication Strategy and Action Plan:**

Major Components	Activities/Issues	Unit Cost	Actual Cost		Total (US\$)
			World Bank Project Team	Government Counterpart	
<b>Development of Communication Strategy and Action Plan</b>	<ul style="list-style-type: none"> <li>• Small group meeting to finalize the Communication Strategy</li> <li>• Develop a draft Communication Action plan</li> <li>• Brainstorming session to help communication team finalize the communication activities, timeline, channels, responsibility, resource allocation etc.</li> <li>• Message development workshop (if needed)</li> <li>• Develop plan for Communication Capacity Building and Training</li> <li>• Prepare budget for the overall Strategic Communication intervention</li> <li>• Coordination and building network</li> </ul>	<p><i>World Bank Staff</i>                      Fee/Staff time: 2 person weeks                      Travel/per diem: 1 mission</p> <p><i>Government Staff/National consultant</i>                      Fee/Staff time: 6 person weeks                      Travel/per diem: regional travel</p>	2 person weeks + 1 mission = US\$	6 person weeks + regional travel = US\$	
<b>Total Costs: \$</b>					

A sample of partial budget of an entire communication component based on consolidation of all line items identified in the matrix:

Cost item	Unit	Quantities				Unit cost	Total Quant.	Total cost
		2004	2005	2006	2007			
<b>A. Office materials:</b>								
Stationary for community facilitators	Lump sum							20000
Stationary for SPSUs and FPSUs	Lump sum							20000
<b>B. Promotional material and literature</b>								
Program information kit	1	5000	5000	5000	5000	5	20000	100000
Program posters	1	9000	9000	12000	12000	1	42000	42000
LGA assessment handbook	1 -		3600 -			5	3600	18000
Environmental management handbook	1 -		12000 -			5	12000	60000
Community based operational manuals	1 -		12000 -			5	12000	60000
Newsletter	2	1000	1000	1000	1000	2	8000	16000
<b>C. Promotional products</b>								
Badges, certificates, trophies	Lump sum							70000
<b>D. Sensitization and learning events</b>								
SPSU sensitization	1	27000	27000	36000	36000	3000/state		
LGA and community sensitization events	1	27000	27000	36000	36000	3000/state		
Community facilitators' events	1	27000	27000	36000	36000	3000/state		
<b>E. Media promotion</b>								
Radio programs (air time)	Lump sum							150000
TV programs	Shows	2	2	2	2	10000	8	80000
Newspaper supplement	2	12,500	12,500	12,500	12,500	0.25	100,000	25000
<b>F. Consultant/PR firm</b>								
Campaigns and product development	Lump sum							50000
Radio programs	Lump sum							20000
Video programs	Lump sum							10000
<b>Total cost:</b>								741000

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