A Bilingual Regional Workshop

Methodologies for Designing
and Implementing Multimedia Communication Strategies
and National Communication Policies
Niamey, Niger 1-5 April 2002

Methodological Guide
for Designing and Implementing
a Multimedia Communication Strategy
A Bilingual Regional Workshop

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Methodological Guide for Designing and Implementing a Multimedia Communication Strategy

The Communication for Development Group
Extension, Education and Communication Service
Research, Extension and Training Division
Sustainable Development Department

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
Rome, 2002
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# ABBREVIATIONS

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<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tr>
<td>AED</td>
<td>Academy for Educational Development</td>
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<tr>
<td>AIDSCOM</td>
<td>AIDS Communication</td>
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<td>FAO</td>
<td>Food and Agricultural Organization</td>
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<td>Healthcom</td>
<td>Health Communication</td>
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<td>IEC</td>
<td>Information, Education and Communication</td>
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<td>STDs</td>
<td>Sexually Transmittable Diseases</td>
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<td>JHU/CCP</td>
<td>The Johns Hopkins University/Center for Communications Programs</td>
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<tr>
<td>KAP</td>
<td>Knowledge, Attitudes and Practice</td>
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<tr>
<td>OVI</td>
<td>Objectively Verifiable Indicators</td>
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<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNFPA</td>
<td>United Nations Fund for Population Activities</td>
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FAO’s Extension, Education and Communication Service (SDRE) organised a regional workshop in Niamey (Niger) on the methodologies involved in designing and implementing national policies and multimedia communication strategies. The workshop’s principle objectives were twofold: to reinforce the impact of its fieldwork within the Economic Community of West African States (ECOWAS), and to ensure the availability of the field tested and developed methodologies in the area of communication policies and strategies.

Most of FAO’s experiences were undertaken in the following ECOWAS member countries: Mali, Guinea-Bissau, Cape Verde, Burkina Faso and Niger. In order to satisfy the ever-increasing demands made with regard to national communication policies, it seemed more logical to work on heightening awareness in the other countries in the same geographical area (fifteen countries with a total population of 230 000 000 inhabitants). In this manner, they were aware of the progress; the constraints and the lessons learned, through the experiences of the countries that had already commenced these activities, and were thus able to successfully develop their communication policies and multimedia communication strategies within the framework of development projects and programmes.

After ten years of support to the member countries in French- and Portuguese-speaking Africa, the transfer of knowledge and the lessons learned proved to be useful, if not indispensable. This initiative is part and parcel of the Extension, Education and Communication Service’s mission, namely, the strengthening of national technical capabilities.

In ensuring the availability of the knowledge and know-how needed for designing and implementing national policies and sector-based strategies regarding communication for development, FAO is able to provide a modest contribution by means of the different manuals and case studies (in Mali, in Guinea-Bissau, in Burkina and in Niger), these were developed during the Niamey workshop. They are a contribution for the executive officers of both governmental and non-governmental institutions involved in the definition of national communication policies, in order to improve the design and implementation of communication policies and strategies, particularly with regard to rural sustainable development and food security.

Ester Zulberti
Chief
Extension, Education and Communication Service
We often hear today of the need to develop a communication strategy. The decision makers, planners, and the persons responsible for development projects and programmes consider this a concern, as they are fully aware of the importance of planning and implementing communication policies. How can this be done? With whom can it be done? and What methodologies should used?

The general opinion with regards to the planning of development projects and programmes is that media plans are normally used in lieu of real communication strategies. Journalists and well-intentioned men and women, are among the persons who believe in the importance of communication and who wish to contribute to placing rural development media and communication tools at the service of communities. The methodological phases which often appear to be somewhat rigid in developing a communication strategy, such as the identification of target groups before other support, media and tools are chosen, are not always respected. In addition, audiovisual equipment and material is often purchased as soon as a project is launched, without having analyzed the actors (target groups) and communication activities that should determine the choice of equipment to be selected. We might wish to purchase a camera to take pictures of visits to certain villages, but should not purchase it before knowing how it can be used.

A communication strategy, should not mean creating media “agitation”, such as for example, a banner advertizing the inauguration of a project workshop, media coverage an event of this sort on radio and television, or interviewing the person responsible for the project or the field programme. Doing so ignores the fact that communication planning and implementation requires a considerable amount of time, financial and human resources, as well as continual and varied multimedia activities.

In spite of the frequent utilization in a number of countries of the term “communication” to designate the press and public relations activities of a company or establishment, the concept of communication within the context of development can be summarized with the following definition: “Communication for development implies the use of a communication process, techniques and media to raise peoples' awareness of their own situation and of the options they have at their disposal for activities involving change, as well as helping to resolve social conflicts and working together to reach a consensus. In addition, it should assist people in planning activities involving change and sustainable development, so that they are aware of the knowledge and qualifications needed to improve their living conditions, and those of their community, and the effectiveness of local and national government.
Communication activities should be programmed within the framework of a global strategy that takes into account research and the definition of objectives in identifying the persons to be affected, the conception of the adapted messages, the choice of distribution channels and as follow-up and information feedback.

The multimedia approaches that make a combined use of a variety of communication channels to mutually reinforce one another generally produce the best results”.

Multimedia communication strategies provide considerable support to the implementation of the objectives and activities of development projects and programmes. It is a question of transposing the activities and actions that might be able to remove all or a part of the constraints identified during the analysis of the implementation of a development programme or project’s activities into communication terms.

A communication strategy is limited to a specific sector and is needed in all development projects or programmes. It should be developed during the project or programme formulation phase and encourage and accompany consultation and dialogue between all the partners and actors involved in the programme or project. It must be based upon a participatory approach methodology with regards to the different phases and should also indicate the most appropriate communication tools needed for carrying out the project.

There are so many different approaches that can be used in implementing communication strategies we sometimes wonder whether the task of organizing and streamlining the existing proposals to result in structural homology and a holistic approach to the entire question is feasible.

Professor Hugues Kone, Doctor of Information and Communication Sciences, former Director of the Communication Research Centre (CERCOM) of the Ivory Coast National University, a renowned communicator and a pioneer within the African Council for Communication Training has never abandoned the scientific rigour that helped establish his reputation.

In the consultation he carried out for FAO within the framework of this methodological guide for the development of a multimedia communication strategy, Professor Kone stated: “The concept of an effective communication strategy is based today upon an approach that combines rigour, professional skills, teamwork, participation and creativity”.

Professor Kone presents the following basic concepts: development, communication and communication for development. He mentions the experience acquired in Africa, Latin America, Asia and elsewhere, including developed countries and in the different development areas such as health, reproductive health, nutrition, the environment, agriculture and animal breeding. In this guide, he discusses:

- the multimedia communication strategy development process,
- the manner in which this process should be carried out,
- the multimedia communication strategy document structure, and
• the practical considerations that are linked to communication planning and implementation.

This guide underlined a high degree of judgement and insight in its presentation of the best practices that presently exists in the area of multimedia communication strategy elaboration methodologies.

Jean-Pierre Ilboudo
Technical Supervisor for designing
Communication Policies Projects in French- and Portuguese-Speaking Africa
Developing countries in general and Africa in particular have faced a great many challenges in the task of improving their peoples’ quality of life since they became sovereign nations. They have engaged in many efforts to develop and to modernise, often with the support of the international community. Unfortunately the results are often below those expected, as is witnessed by the level of the major development indicators in these countries, by the level and quality of peoples’ life and many authoritative reports from such bodies as the World Bank, UNDP and UNFPA.

A considerable number of explanations have been put forward for this situation, and one such is the deficit in communication between decision-makers and the promoters of development, on the one side, and the beneficiary community on the other. In actual fact there are many cases where local communities have more or less directly resisted those external interventions which have “rained down” on them from on high without their concerns, needs, vision or opinions having been solicited, nor without any prior explanation from the side of the promoters of development. As a result, it is now given that communication is an essential factor in the development process, even if its use has not been fully appropriated.

Thanks to the experience accumulated in the field in Africa, Latin America, Asia and elsewhere – including developed countries – much more is known today about communication strategies for development and about the methodologies required for drawing them up.

A quick look through the available literature shows that this experience has been gathered in several areas of development, as described below.

- Health: Health in general, reproductive health, family planning, child health, STD/HIV-AIDS, nutrition, malaria, primary health care, vaccination and hygiene, for example.
- Population: Population in general, gender, data collection, links between population and development, and family life.
- Environment: Pollution, the urban environment, desertification/deforestation, wildlife protection, global environmental phenomena (such as the greenhouse effect), etc.
- Agriculture and livestock: Modernisation of agriculture, dissemination and acceptance of new seed varieties, livestock vaccination, rural development, water delivery, etc.
- Others: Education and literacy, addiction and dependence, poverty eradication, disaster mitigation, road safety, etc.
This document will give an overall presentation of the drawing up of a multimedia communication strategy, followed by the detailed steps of the methodology to be followed. First, however, it is necessary to define the following basic concepts: Development, Communication and Communication for Development.

Box Number 1: The Concept of Development

In brief, development can be defined as a long process of qualitative and quantitative changes in society in political, economic, social, cultural and social terms, which leads to individual or collective well-being.

The notion of sustainable human development is one which satisfies contemporary needs without compromising the satisfaction of the needs of future generations. It is centred on the human (the development of people by people and for people, for the whole person and for all people) and on the planet (maintenance of ecological balance). Human development relies on three essential conditions: Long and healthy life, the acquisition of knowledge, and access to the resources necessary for enjoying a decent quality of life.

Box Number 2: The Concept of Communication

Communication is a dynamic process in which a transmitter and a receiver exchange and share information, ideas, opinions, feelings and responses. It can take place in one of these spheres:

- Person to person (two persons in interaction) or in a group (one person or several). This is interpersonal communication;
- Organisation (in an institutional framework); the transmitter can represent an institution. This is institutional, or organisational, communication;
- Mass (the receivers are a disparate and dispersed set). This is mass communication.

The process of communication involves:

- **Participants** (transmitter/receiver), each with his/her own motivations and capacities;
- **Messages**, i.e. an organised sequence of signs and signals, following known rules and carrying a meaning;
- **Channels**, i.e. the routes taken by a message from the place of its production by the transmitter to the point of the receiver. In a given channel, a specific medium can be used (a medium is the medium used for carrying and giving a specific form to the message);
- an **effect or impact**, which is the result of the act of communication;
- **feedback**, that is response back to the transmitter from the receiver, in reaction to the message;
- A **context**, i.e. the physical, psychological, political or socio-cultural environment in which the communication takes place.
The operationalisation of Communication for Development requires designing strategies which are based on a sound knowledge of the context or environment, mobilising resources, drawing up appropriate messages and organising the flow of information to or between the people involved (targets, beneficiaries, stakeholders, participants) through channels and managing the process in order to achieve an impact in terms of development.

Box Number 3: Communication for Development

**Communication for Development** is the planned and organised use of techniques and means of communication (media or otherwise) in the promotion of development, through a change of attitude and/or behaviour, through the dissemination of the necessary information and through encouraging the active and conscious participation of all stakeholders, including the beneficiaries, in the process.

Box Number 4: A Communication Project in Burundi

Since 1988, the Ministry for Communication has been implementing an IEC project in the field of population and family planning with support from UNFPA and the collaboration of other ministries (Health, Social Action and the promotion of Women, Development Planning, etc.). Its goal is to raise the level of prevailing contraception which is very low despite the availability of services through clinics.

**Objectives of the project**
- Make the community aware of population growth and its consequences on individual and family well-being, and on sustainable human development
- Increase the prevailing rate of contraception to at least 35%.

**Public target group of the project**
- Primary: The community, which is mainly rural, married men and women, women and men at the age of fertility, non-school youth above the age of 12.
- Secondary: Awareness building agents, members of provincial and communal IEC committees, opinion leaders, political and religious decision-makers, administrative authorities.

**Channels and media of communication**
- Institutional channels such as the education systems and ministries with field workers
- Mass media (printed press, television, radio)
- Socio-traditional channels (song, ikembe, inanga, theatre, etc.) for reaching illiterate people
- Organisation of conferences, seminars, thematic days, workshops, etc. for reaching decision-makers, civil servants and intellectuals.

This paper will now proceed to examine in turn:
- Process of drawing up a communication for development strategy;
- Its application;
- The structure of a strategy document on multimedia communication.
1. PROCESS OF DRAWING UP OF A MULTIMEDIA COMMUNICATION STRATEGY

Today the design of effective communication strategies can only be done with a blend of rigour, professionalism, team work, participation and creativity. This approach follows the basic precepts of sound planning:

- Organise thoughts
- Link between activities and resources to anticipated results
- Determine the performance indicators and the means of verification
- Sharing responsibilities, and communicate clearly, concisely and unambiguously
- Adapt to changing situations, and assess risk.

Furthermore, the drawing up of such strategies should draw on acquired experience in Communication for Development.

- Development programmes should include a section for communication, from the outset: the communication objectives should be realistic, precise, measurable and be expressed in a timetable.

- The study and segmentation of the intended audience or the target community are crucial, since the goal is to achieve change at the level of people or groups in terms of their opinions, attitudes and behaviour, and life-styles and responses to different messages vary from one group to another. From this point of view, socio-cultural research can be used here for the development of communication activities which are culturally appropriate to the situation involved.

- Research has an essential role to play at each critical step of the process of planning, implementation and evaluation of a communication programme. During planning, research can provide necessary strategic information. During implementation, it can be used for developing messages and materials appropriate to the target audience (knowledge of the audience, pre-testing) and eventually for resolving unexpected problems (operational research). Research is also essential in monitoring and evaluating the activity.

- The most effective approaches are multimedia. Communication is not simply a question of using the organised (mass-) media, however powerful they may be. Communication makes use of other formal and informal channels of communication including interpersonal channels.

- Messages must be clear, simple, specific, easy to understand and repeated often. They should also be coherent and coordinated in nature, even if they have a variety of origins such as the ministries of agriculture, health, pro-
motion of women, environment, youth, NGOs ... They must also come from a source which is credible for the target group.

- The participatory approach (involvement of stakeholders including the beneficiaries) should be given priority as much as possible because it is a question of talking with and not, top-down, at the community.

- It is important to integrate the gender approach at all levels of design and implementation of a communication activity: the concerns and effective participation of both sexes should be always considered, along with respect for the balance or equity of the sexes, and a rejection of any sexist stereotypes, etc.

Finally, it is important to note that communication for development aims at a change in (or adoption of) by a target group and, on a longer-term basis, at social change. From this point of view, sustainable behavioural change is a long-term proposition and involves, in addition to issues of communication, other factors such as the availability, accessibility and quality of services, the socio-cultural and political context, the level of education and the socio-economic circumstances. In the African context, it also supposes a certain amount of social change, given the influences of relations and social structures on the individual. The following steps are taken.

### The Process of Behavioural Change: Audiences and Possible Communication Strategies

| Uninformed audience | * Trigger awareness  
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<th>* Propose a solution</th>
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<td>An aware audience, concerned, informed</td>
<td>* Identify obstacles and gains of behavioural change</td>
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| Audience motivated for change | * Provide logistic information  
|                     | * Use community groups for advising and motivating |
| The audience tries the new behaviour | * Provide information on proper use  
|                     | * Encourage its continuous use by emphasising the gains |
|                     | * Reduce obstacles by resolving problems  
|                     | * Strengthen skills by behavioural tests  
|                     | * Social assistance |
| The audience approves the new behaviour | * Recall the benefits  
|                     | * Ensure the audience can pursue the new behaviour  
|                     | * Social assistance |

Source: WB, 1999: 16
As the following two figures show, there is a clear relationship between communication and behavioural change.

Fig. 1: Percentage of men and women using modern contraceptives, per channel of communication which have reached them

(PCS, Kenya, 1994; N = 4,459)
Channels: Radio, Theatre, radio, printed material, DBC agent
(The national prevailing rate of modern contraceptives is 20.4%)

Figure 2: Percentage of men and women using modern contraceptives, per step of behavioural change followed (idem, 1994)

Steps of change:
Knowledge Attitude Talk with friends Talk with partners Partner approval Advocacy

Before proceeding to the methodology for drawing up communication for development strategies, it would be useful to specify the notion of strategy in the area of communication and to recall briefly some planning models used in Communication for Development strategies.
There is thus a distinction to be made between:

- **A communication policy**, which takes the form of a written document that finalises the goals, major directions and standards for guiding how the communication is to be used and organised for achieving the development goals of a State or an institution. Several African countries today have adopted a national communication for development policy;

- **A communication campaign** which brings together a coordinated set of mediatised or non-mediatised activities, in an intensive way, for a relatively short period and in a given space, for achieving specific goals (for example, a campaign against bush fires at the start of the dry season). This requires its own strategy, which can be a sub-set of an overall communication strategy.

### 1.1 PLANNING MODELS FOR A COMMUNICATION FOR DEVELOPMENT STRATEGY

Among the dozens of models in the available literature are:

- **Healthcom’s 5 step** management from AED (Academy for Educational Development):
  1- Assess
  2- Plan
  3- Draft, pre-test and produce
  4- Deliver
  5- Monitor and evaluate.

- **the P Process** of JHU/CCP:
  1- Analyse
  2- Strategic design
  3- Develop, pre-test, review and produce
  4- Manage, implement and monitor
  5- Evaluate impact.

- **The AIDSCOM model** (AIDS communication):
  1- Evaluate/Plan: Research; Strategise; Pre-test; Final Plan
  2- Intervene: Produce; Distribute
  3- Monitor: Audit Process; Evaluate Products; Evaluate Impact.
• The 11 Steps of Sylvie COHEN (UNFPA, 1993):
  1- Identify the communication and programme objectives
  2- Select audience groups and order by priority
  3- Identify the desired changes in each audience
  4- Identify the environmental factors favourable or unfavourable to desired changes
  5- Determine the types of IEC activities necessary to provoke changes
  6- Present the major thrusts of key messages and their strategies
  7- Determine the range of channels of communication
  8- Identify organisational and management strategies (including monitoring and evaluation)
  9- Calculate the amount of resources necessary for these activities
  10- Make a realistic schedule and chronology for all steps
  11- Re-examine the strategy, adapt it and let it be adopted.

• the Advocacy Planning «A frame» of JHU/CCP:
  1- Analysis
  2- Strategy
  3- Mobilisation
  4- Action
  5- Evaluation
  6- Continuity
The participatory community approach of FAO (1995):

A comparative analysis of these different models shows a number of commonalities, to the extent that there are always two major phases: An analysis of the current situation (the preliminary phase), and the development of a communication Plan or Strategy (the design phase and preparation of implementation).
1.2- THE GENERIC PROCESS OF PLANNING A COMMUNICATION FOR DEVELOPMENT STRATEGY

The process of planning a communication for development strategy has a number of steps for drawing up and implementing the strategies, as summarised in the following table.

A more detailed representation of the process is shown below.
Box Number 6: 
plan and implement a communication for development strategy

0- **Preliminary or formative research** for a rigorous and systematic analysis of the prevailing situation

1- Identify, define, select and clarify **development problem(s)** and then the **problems which communication can resolve** based on the analysis of the situation

2- Define the **aim and the objectives of communication**

3- Select and analyse **target groups** to be reached

4- Determine the most appropriate communication **approaches**

5- Draw up **key messages**

6- Select **channels and media of communication**

7- Plan the **operational part** of the strategy
   * Institutional framework: Coordination, partners, media, technical support structures
   * Related plans and documents: Produce IEC material training, plan activities, monitor and evaluate, budget

8- **Validate** the strategy

9- Develop **messages and communication material** (sketches, pre-testing and finalise)

10- **Execute** the strategy
   * Set up and strengthen structures
   * Mobilise necessary resources
   * Produce/reproduce communication material
   * Carry out activities

11- Monitor, **evaluate and review** strategy
Figure 4 gives a clear picture of the actual phase of planning, which is the major focus of this document.

**Figure 4: The process of planning a communication for development strategy**

ANALYSE THE SITUATION
- Development problems
- Current context and programme
- Stakeholders
- Resources in communication materials

PROBLEMS OF COMMUNICATION??

DRAW UP THE STRATEGY

I- STRATEGIC FRAMEWORK
- Objectives of communication
- Target groups
- Types of approaches
- Key messages
- Channels and media of communication

II- OPERATIONAL PART
- Institutional framework
- Related plans: Production, training and capacity building
- Planning of activities
- Plan for monitoring and evaluation
- Budgeting

VALIDATE THE STRATEGY

- With the analysis of the situation it is possible to study the essential contours and nature of the development problem at hand and to pull together the elements necessary for analysing the communication problems which have to be resolved. Similarly the strengths and weakness, and assets and opportunities, can be identified as well as the obstacles and constraints. These all need to be taken into account during the planning process and in the implementation period, along with the risks and assumptions on which the strategy is based.
• The communication strategy brings together the combined approaches which have been selected for triggering, by delivering appropriately carried messages to the target, the changes necessary for solving the communication problems encountered, and thus contributing to solving the development problem at hand.

• The operational part of the strategy involves drawing up an implementation plan. This should envisage the elements which are required for a successful implementation: Institutional framework, production of communication material, training of human resources, strengthening of institutional capacities (if necessary), monitoring and evaluation, budget and timetable.

At this stage, it is useful to explain how to carry out each of these stages, namely:
- How to analyse the situation
- How to draw up the multimedia communication strategy
- How to plan its implementation, monitoring and evaluation.
2. APPLICATION OF THE PROCESS OF DRAWING UP A MULTIMEDIA COMMUNICATION STRATEGY

2.1- ANALYSIS OF THE SITUATION

Any communication strategy needs to be original, pertinent, appropriate and realistic. It should be based on a good analysis of the situation. This will make it possible to properly understand the development problem to be solved, the possible solutions, the context, the stakeholders involved, the existing communication resources, the available opportunities for resolving the problem and the constraints to be taken into account.

2.1.1- fields for investigation

Explore the development problems to be solved

- Exact nature, signs of problem, importance and urgency
- Direct and distant causes: Behavioural, economic, socio-cultural, political or other (lack of appropriate (infra-) structure, bad quality of services…)
- Consequences of the problem and the persons affected or potentially affected: Children, pregnant women, workers …
- Justification of the problem selected: Urgency, vulnerability, national policy situation...
- What has been done already for solving the problem, the results achieved, constraints, lessons learned
- Information which is lacking, and how to obtain it.

Example of a stated problem: According the results of the most recent nutritional survey, child malnutrition is high in rural areas. It accounts for 30% of the infant mortality rate and is caused principally by parents not providing their children with a balanced diet.

Study the context of the activity

- National or overall context: Physical, economic, political, administrative, legal, demographic, social and cultural.

- Existing development programme: plans and/or policies for development, population, education, health, agricultural, etc.; legislation, political declarations, strategies, previous activities and experiences, available organisation and resources.
**Analyse possible stakeholders**

- Institutional stakeholders
  - Identify organisations and groupings, whether public, private or associ-ations, which could be involved in planning and implementing the strategy, either as resources or as beneficiaries
  - Describe their mission, resources, experience, institutional durability, physical location, motivation, etc.

- Possible target group
  - Characteristics: Demographic, socio-cultural, socio-economic, legal status, functions, other…
  - Knowledge, beliefs, attitudes, social and mental perception of the problem, needs and expectations
  - Their normal communication practice.

**Assess available communication resources**

- Existing mass-media: Coverage, access, costs, programmes, effectiveness, etc.
- Other media: Group media, traditional media, new media (ICTs), etc.
- Other channels, places of communication, communication networks and languages.

At each level, it is very important to:

- Take gender specificities into account
- Identify the strengths and weaknesses, assets and opportunities and obstacles and constraints which could have an influence on the way the communication is used.
  - Assets and opportunities include: Available services, appropriate equipment, appropriate media and field personnel, political will, dynamism of NGOs or traditional associations, existence of a development programme with funding, a favourable attitude in the community, and existence of a national communication for development policy.
  - Obstacles and constraints include: Low literacy rates, unfavourable attitude on the part of the community, difficulty for most people in the target community to access modern media, poorly-trained or ill-motivated personnel, limited funds, and absence of a national communication for development policy.

The analysis of the situation will rely on formative research for collecting and analysing both existing data (also known as secondary data) and new data (aka primary data).

**2.1.2- the methods and techniques of research for communication**

There is a wide range of research methods and techniques in the field of communication for development. Each has its own merits and short-comings (see Table 2). Often, they are combined out of a desire to get a better focus.
Box Number 7: classification of research methods

<table>
<thead>
<tr>
<th>Characteristics</th>
<th>Quantitative Methods</th>
<th>Qualitative Methods</th>
</tr>
</thead>
<tbody>
<tr>
<td>Information sought</td>
<td>How many? - Number of people, cases, duration - Statistical trends</td>
<td>How, Why? - Exploratory, diversity, complexity, particular cases - Extensive explanations</td>
</tr>
<tr>
<td>Methods/Techniques (Examples)</td>
<td>- Inventory - Survey - Quantitative tests - Statistical analysis - Attitude measurements</td>
<td>- Observation - Extensive individual interview - Focus group - Qualitative or semiological analysis of content - APRM</td>
</tr>
<tr>
<td>Advantages</td>
<td>- Representativity - Objectivity - Standardisation - Possibility to analyse all factors - Measurable starting point</td>
<td>- Moderate in cost, requires little equipment - More accessible for non-professionals - Speed - Extensive in-depth analysis - Useful for designing messages</td>
</tr>
<tr>
<td>Disadvantages</td>
<td>- High cost, equipment required (computer…) - Long - Need to involve specialists - Superficial results</td>
<td>- Open to various interpretations - Generalisations based on limited results</td>
</tr>
</tbody>
</table>

Box Number 8: A Summary Overview of the Analysis of the Situation

* Development problems to be solved: Stated problems, people reached, justification of their choice (urgency, vulnerability, national political context, etc.)

* Causes and determinants of problem: Behavioural, economic, political, socio-cultural, planning, various

* Consequences of problem

* Possible solutions to problem (including communication)

* Summary of operational context, assets and opportunities, constraints and obstacles

* Identification of interested parties, people willing to contribute to solutions (stakeholders)

* Knowledge, attitudes and practices of possible target groups, needs, their communication and learning practices, favourable or unfavourable factors affecting change

* Existing communication resources; assets and opportunities, constraints and obstacles

* Additional research necessary: What information is lacking? Possible sources, and recommended methodology?
### Table 1: Overview of methods and techniques in communication research

<table>
<thead>
<tr>
<th>Methods</th>
<th>Information</th>
<th>Costs</th>
<th>Length</th>
<th>Staff</th>
<th>Observations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Documentary Review</td>
<td>Secondary data</td>
<td>Moderate</td>
<td>Weeks</td>
<td>Specialist: Sociologist, demographer …</td>
<td>Avoids duplications, shows grey zones</td>
</tr>
<tr>
<td>Observation</td>
<td>Concrete facts on: behaviour, measures for and obstacles implementation of tasks …</td>
<td>Moderate</td>
<td>Fast results</td>
<td>Trained observers, specialist in social sciences, epidemiology, etc.</td>
<td>Reliable for actual behaviour and ethical aspects</td>
</tr>
<tr>
<td>Environment study/ Ethnographic profile/ socio-cultural</td>
<td>Characteristics of overall environment; monograph</td>
<td>Depends on size and complexity of environment</td>
<td>Variable (either one month or quick)</td>
<td>Socio-anthropologist, informers, assistants</td>
<td>Determines natural and socio-cultural elements. Useful for design of suitable programmes</td>
</tr>
<tr>
<td>KAP survey</td>
<td>KAP review of the population and its characteristics</td>
<td>High</td>
<td>3-9 months</td>
<td>Specialists: Sociologist, statistician… Surveyors, Supervisors</td>
<td>Measures starting state, segments target group and assesses changes in KAP</td>
</tr>
<tr>
<td>In-depth personal interview</td>
<td>Emotions, logic, responses, attitudes, prejudices, opinions</td>
<td>Moderate</td>
<td>4-8 weeks</td>
<td>Sociologist, Trained interviewers</td>
<td>Records personal expressions and their meaning</td>
</tr>
<tr>
<td>Focus group</td>
<td>Opinions, practical attitudes, language, responses</td>
<td>Moderate</td>
<td>4-6 weeks</td>
<td>Sociologist, trained animators</td>
<td>People express themselves in company of their peers</td>
</tr>
<tr>
<td>Socio-metric Test</td>
<td>Networks of communication and of influence</td>
<td>Moderate</td>
<td>Quick</td>
<td>Psychosociologist</td>
<td>Good in small entities</td>
</tr>
<tr>
<td>Operational research</td>
<td>Useful data for decision-making</td>
<td>Variable</td>
<td>Several weeks or months</td>
<td>Researcher, surveyors</td>
<td>Useful for problem-solving during implementation</td>
</tr>
<tr>
<td>Accelerated participatory research method (APRM)</td>
<td>Data for planning, monitoring and evaluation</td>
<td>Moderate</td>
<td>Quick</td>
<td>Specialists, surveyors, beneficiaries</td>
<td>Combines several techniques for getting fast results. Participation is possible.</td>
</tr>
</tbody>
</table>
2.2- DRAWING UP THE STRATEGY

With the analysis of the situation completed, the next step is to ensure that communication has a contribution to make to the given problem. This poses the fundamental question: Are the communication activities really necessary and do they have a contribution to make to the solution of the problem?

Of course, it is only if the problem has risen from lack of knowledge, or from attitudes, negative beliefs, or a lack of know-how that communication has a key role to play. If on the other hand, the problem has other causes (accessibility of products or services, purchasing power, or motivation of personnel, for example), communication will not be effective. Then the communication problems need to be selected according to such criteria as their urgency, importance, vulnerability, the people reached, the availability of adequate financial resources, etc.

The following box gives an indication of how to conduct an analysis of a communication problem.

The step from the analysis of the situation to the strategy itself often takes place during a workshop. There knowledge can be shared amongst the partners (results of studies are open to discussion and comment, and they can be further complemented by participants. Thus is developed a common minimum knowledge which can be used through the planning process). Further, the identification, selection and analysis of communication problems can take place.

<table>
<thead>
<tr>
<th>Box Number 9 : Analysis of a Problem of Communication</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1- What is current behaviour? What is the desired behaviour?</strong></td>
</tr>
<tr>
<td>There is a problem when there is a difference between the current and the desired situation.</td>
</tr>
<tr>
<td><strong>Example:</strong></td>
</tr>
<tr>
<td>- Current behaviour: Mothers wean their babies abruptly before the age of one.</td>
</tr>
<tr>
<td>- Desired behaviour: Mothers should wean their babies gradually</td>
</tr>
<tr>
<td><strong>2- What explains the difference between current and desired behaviour?</strong></td>
</tr>
<tr>
<td>Is this problem caused by a lack of knowledge or information? Or is it due more to attitudes, beliefs, or values? Is it due to certain practices or to a lack of competence? Or something else?</td>
</tr>
<tr>
<td><strong>3- What is the major problem?</strong></td>
</tr>
<tr>
<td>Some criteria: Degree of urgency, importance of the population involved, national political context, available finance, vulnerability</td>
</tr>
<tr>
<td><strong>4- Who is affected by the problem?</strong></td>
</tr>
<tr>
<td>Examples: Adolescents, fertile women, seasonal workers, drivers, farmers, parents, etc.</td>
</tr>
<tr>
<td><strong>5- Who can influence affected people?</strong></td>
</tr>
<tr>
<td>Examples: Doctors, teachers, community leaders, elected local representatives</td>
</tr>
<tr>
<td><strong>6- What solutions exist in terms of communication?</strong></td>
</tr>
<tr>
<td>Examples: Information, nutrition education, counselling, training, advocacy, participatory community approach</td>
</tr>
<tr>
<td><strong>7- What information is currently not available and needs collecting?</strong></td>
</tr>
<tr>
<td>Example: Starting levels of knowledge, attitudes and practices in the community before the intervention</td>
</tr>
</tbody>
</table>
2.2.1- the strategic framework

This has the following elementary elements (see also Table in Annex):
- Objectives of communication
- Targets
- Types of approach
- Key messages or ideas for messages
- Channels and media for communication.

**Define and formulate the objectives of communication**

The term “objective of communication” is used to describe the expected final result of a communication activity, in terms of the changes or verifiable result in the given target group. This is summarised as being SMART:
- Specific
- Measurable
- Appropriate
- Realistic
- Temporal (being based on time frames).

The objective can be seen as follows:

<table>
<thead>
<tr>
<th>POLITICAL OBJECTIVE (GOAL)</th>
</tr>
</thead>
<tbody>
<tr>
<td>By 2015, achieve national food security</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PROGRAMME OBJECTIVE</th>
</tr>
</thead>
<tbody>
<tr>
<td>By 2010, increase food production by 30% per person</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>COMMUNICATION OBJECTIVE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Within next 5 years, persuade 70% of farmers to accept new high-yield seeds</td>
</tr>
</tbody>
</table>
The communication should always aim at one of the steps in the process of change in or adoption of behaviour in a person, as seen below.

**Steps in behavioural change**

- **0 - Exposure**
- **1 - Knowledge**
- **2 - Approval**
- **3 - Decision**
- **4 - Execution/Action**
- **5 - Promotion of new behaviour**

**Selecting target group**

After fixing the objectives, the next step is to select which parts of the population should be reached by the communication activities either because they are directly affected by the problem at hand, or because they play an important role to place in its resolution, or continuation. These ‘parts’ can be called target groups, audiences or beneficiaries, and they can be divided into two categories:

- **Primary target groups**, those who need to adopt an opinion, attitude or behaviour (example: Rural people who have to combat bush fires);
- **Secondary target groups**, those who can help the above to change their behaviour (example: Community leaders and field workers who have to try to persuade them to stop their bushfires).

The selection of priority target groups is important in order to avoid a dilution and dispersal of energy.

- Primary target groups are the people most affected by the problem; they form the group most susceptible to gain the most from a behavioural change and also the most susceptible to welcome the behavioural change which is being promoted, for instance.
- Secondary target groups are the people who could most easily adopt the message as it is; they are those who could best influence the primary target groups and to persuade them to take heed of the message and to respond in the desired way.
The maximum effectiveness of these communication activities can be achieved with a segmentation of the (target) population and dividing it into clear target groups, on the basis of available data, such as gender, social status, life-style, professional situation and the extent of their knowledge, attitudes and practices vis-à-vis the development problem to be solved.

Example of the sub-division of target groups
- Level 1: Rural communities
- Level 2: Rural communities in savanna areas
- Level 3: Young rural people in savanna areas.

**Determining most appropriate approaches for each target group**

Here it is a question of listing the communication methods and approaches, whether they be direct or related, which are deemed to be appropriate for reaching each target group and triggering off the expected changes. These include:
- Participatory community approach
- Inter-personal communication
- Counselling
- Education (household education, sex education, nutrition education, recreational education, peer-group education …)
- Information
- Social marketing
- Social mobilisation
- Advocacy
- Training
- Functional literacy, etc.

**Drawing up the key messages for target groups**

The key here is to formulate the themes or ideas of the message aimed at a target group in such a way that it provokes the desired effect. The message should therefore flow logically from the stated objectives of communication and the desired changes at the level of each target group, taking fully into account its knowledge, attitudes and practices with regard to the problem at hand.

The definitive messages are developed later, at the stage of producing the communication material (see: the phase of strategy implementation). At this stage it is the themes of the message which need to be determined. In the case of more specific and limited strategies (as opposed to overall or national strategies) it is also possible at this stage to determine the tone of each message and the source from which it should be transmitted.

In terms of content, the message contains some of the following elements:
- The **what** and the **why**
  What is the change expected and what is the interest of the target group to adopt this change;
- The **where**, the **when** and the **how**
  Where to go, at what time and what has to be done for the behaviour to be adopted?
- The **guarantee** and **support**
  The elements which give the message its credibility.

*Example:* Bushfires impoverish the soil and this in turn reduces harvest yields. This can be avoided by making use of early fires, as is the practice in the neighbouring country.
The tone of the message requires a choice being made about the orientation, or the nature of the ‘call’, of each message so that it will have an optimum influence on the target group. Generally speaking, this choice is based upon the known characteristics of the target group and lessons learned elsewhere. Depending on these factors, a choice can be made from the following tones (or a combination of them):

- Emotional message (a call to such emotions as love, fear, anxiety, security) as opposed to a rational message (a call to logical arguments, or proof);

- A positive message (which shows that there is a favourable solution to the known risk) as opposed to a negative message (which presents the dark and threatening situation which would arise if the target group does not follow the desired course of action);

- A call to the group (group pressure) as opposed to a customised call (personalised arguments);

- Humorous message (humour makes a message pleasant, whilst still allowing a serious message to be transmitted) as opposed to a serious message (rigorous, plain talking);

- A single-minded message as opposed to a message with several points of view (in the form of a debate, or clashing ideas);

- A message with a definitive conclusion (i.e. The desired conclusion) as opposed to a message with an open-ended conclusion (allowing the target group to reach its own conclusion and make its own opinion);

- A repetitive message (which repeats the message several times) as opposed to a unique message (sent only once).

Examples of the tone of a message

<table>
<thead>
<tr>
<th><strong>Fear</strong>: AIDS kills!</th>
<th><strong>Reason</strong>: HIV destroys the immune system and your body cannot defend itself against common diseases.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Positive</strong>: Bush fires impoverish the soil. You can protect the soil better by making the bushfire at the start of the dry season.</td>
<td><strong>Negative</strong>: Carrying on with bushfires will make the soil unproductive in the end.</td>
</tr>
<tr>
<td><strong>Group/Mass</strong>: Every other couple uses a contraceptive method, why not you?</td>
<td><strong>Customised</strong>: If you want to wait awhile before having another child, there are methods to help you.</td>
</tr>
<tr>
<td><strong>Definitive conclusion</strong>: You must protect yourself against AIDS.</td>
<td><strong>Open conclusion</strong>: There are several solutions to the risks of AIDS.</td>
</tr>
</tbody>
</table>

Finally, at this stage the source of the message can be assigned. It will be the one which makes the message credible in the eyes of the target group: Expert, political authority, moral or religious authority, a peer, development worker, etc. This does require knowing the criteria of credibility in the area where the message will be passed.
Selecting channels and media for communication

In communication for development, the following channels can be used for delivering the message from its source to its final target group.

- **Institutional channel**: The recognised public and private bodies such as the political and administrative apparatus, the education systems, networks of development workers, NGOs, etc.

- **Media and mediatised channel**: Media bodies and ICTs such as television, radio, printed press, posters and Internet.

- **Socio-traditional and socio-cultural channels**: Opinion leaders (customary chiefs, notables, cadre, intellectuals, etc.) and other informal networks (neighbours, various groupings), the various forms and opportunities of traditional popular and inter-personal communication (collective work in the fields, vigils and wakes, talks, baptisms, markets, marriages, funerals, journeys, etc.)

- **Commercial channel**: The marketing circuits for common products such as boutiques, shops, bookshops, kiosks, pharmacies, etc.

For each target group, the channel(s) needs to be determined, along with the medium to be used. The medium is the instrument on which the message is affixed for its delivery or, in the case of advertising, the specific communication channel (such as a newspaper name): Audio tape or cassette, film, video cassette video, poster, brochure, magazine, stamps, calendar, exhibition, sign, banner, so-called gadgets (bags, key rings, hats, tee-shirts, cloth …), a picture box, flip-chart, wall-cloth, wall mural, model, slide, painting, games, diagrams, theatre, CD-Rom, computer diskette, etc.

<table>
<thead>
<tr>
<th>CHANNEL</th>
<th>AVANTAGES</th>
<th>DISAVANTAGES</th>
</tr>
</thead>
</table>
| Institutional | - Has a network of field staff  
- Well-organised, structured  
- Formal and performing in view of its hierarchical nature | - Risk of political connotation and of rejection  
- Possible cumbersome bureaucracy to deal with  
- Its major players change a lot |
| Media | - Reaches a large part of the population  
- Public finds its attractive  
- Reaches even the most isolates areas  
- Has a variety of media at its disposal | - Poorly targeted  
- Relatively high costs in equipment and in production  
- Requires specialists |
| Commercial | - Aggressive (using commercial techniques)  
- Is well-organised and in the field | Requires purchasing power  
- Is driven by viability |
| Socio-traditional/ Socio-cultural | - Matches the values and logic systems of the community, of which it is a part  
- Its media are low-cost | - Hard to recognise and to control  
- Can be manipulated by its leaders  
- Can appear to be outmoded to some extent |
With the above elements, it is possible to draw up a **media plan** – the selection of the media and the channels of communication as well as the accompanying arrangements – in a spirit of multimedia complementarity.

### 2.2.2- operational plan for the strategy

At this stage, it is important to determine the elements necessary for the strategy’s implementation, and for managing and evaluating it. Of all these the following are among the most important: Institutional framework, production plans, capacity building, work organisation, monitoring and evaluation and budget.

---

**Box Number 10: Criteria for Selecting Channels and Media**

- **Geographical coverage:** The channel should properly cover the area where the target group resides.

- **Matching the target group** (access, preferences, degree of familiarity): For example, the printed press is relevant for a literate target group.

- **Credibility:** The channel must be credible and worthy of the target’s confidence.

- **Costs:** Proper account should be taken of the costs of acquiring and producing the materials, maintenance and operating costs (electricity, batteries, fuel…)

- **Impact** (commitment, attractiveness, capturing attention, memorable, etc.): If the channel or medium has an attraction for the target group, the chances are good that the message will be seen or heard.

- **Participation:** Some means of communication encourage the participation of the target group more than others, both in the reception of the medium and in drawing it up.
The institutional framework of the communication strategy

Here it is necessary to design an institutional framework which can ensure the effective implementation of the strategy. This involves:

- The selection of the institution which can provide the leadership and coordination required during the implementation of activities;
- Determining the operational mechanisms of the institutional framework.

The institutional framework should be formalised in an official document (decree, order, note, and rule or project document) which will allow the stakeholders to collaborate and coordinate their activities on a clear foundation.

Related plans and capacity building

Production plan for communication material

The production of materials or media for communication is a relatively complex set of activities often involving significant resources and several partners: Content specialists (gender, agriculture, health, environment, etc.), communication experts, technical advisory services, members of target groups, production technicians and artists, media professionals, traditional communicators, researchers, centres for the production and reproduction of material, future (end-) users, etc. This requires the establishment of mechanisms for ensuring the participation of all stakeholders, or at least the vast majority: in light of this workshops are often held for the design of materials and training of various stakeholders, and a production plan is drawn up. The latter will list the various tasks associated in the development of materials, the production methodology, the time-frame for each task, and the resources needed (human, technical and financial) for completing work on each medium, as well as presenting the allocation of responsibilities.

Generally speaking, the development of material is organised in the following steps:
1- Design Of Material (Formulation Of Each Message For Each Medium Or Activity);
2- Production Of Drafts And Rough Designs;
3- Pre-Testing Of Drafts With Members Of The Target Group;
4- Finalising Of Texts And Designs;
5- Reproduction.

Plan for capacity building

The implementation of the strategy will sometimes require the setting-up of an appropriate infrastructure, equipment and human resources. In this case, it will be necessary to describe the equipment needed, as well as the profiles, skills and number of staff.

There may be a need to programme training for some stakeholders, to provide them with the knowledge, attitudes and skills required for the effective fulfilment of their role in the success of the strategy. This is the case with managers at the central and intermediary levels, field staff, beneficiaries, media professionals, traditional communicators or artists and designers. Here a training plan can be useful, describing the training needs, intended audiences, general goals and objectives, major axes of the content, responsible people, time-span and the necessary resources.
**Planning of activities**

The planning of activities consists of the identification and description of activities, time-span and – possibly – the place where they will be undertaken, resources, the person or organisation responsible, and the expected results. Some of the specific tools which can be derived from this exercise are mentioned below.

- **Schedule**: A list of activities organised by time, in the form, for example, of a Gantt diagram
- **Work plan**: This describes the place, the people responsible, and eventually the expected outputs. In the case of communication campaigns, a more detailed ‘plan of campaign’ is drawn up
- **Management plan**: In addition to the elements listed in the work plan, the management plan indicates the resources required for the implementation of the strategy.

The most common types of activities are:
- Formative research
- Strategic planning
- Establish institutional capacities
- Train key stakeholders and facilitators
- Develop communication material and pre-test
- Launch communication activities
- Undertake communication activities
- Monitor and evaluate the strategy.

**Box Number 11: Monitoring and Evaluation**

The task of monitoring involves a regular, periodical or continuous supervision and analysis of progress in the activities planned in the work plan, in order to:
- Make sure that the plan is being implemented as planned, to detect any possible deviations, to identify any difficulties which have been encountered and to note any unexpected constraints and opportunities. This should make it possible to take any necessary measures and to implement any necessary corrections;
- Verify that the allocated resources and activities will have the anticipated results (all other things being equal).

*Example: Verify that small radio segments are being broadcast with the planned frequency.*

Evaluation, or assessment, involves the measurement of the achievements of an activity at any given time, and comparing them with planned results, in order to determine if the objectives have been met. It allows for an assessment of the usefulness, effectiveness and efficiency of activities, let us say performance, and to explain them if possible. The results can serve to help refocus the activity during its implementation, or to draw lessons and consequences after its completion.

Evaluation can take place at the beginning of an activity (ex ante), at a specific point (intermediary) during its progress or at its conclusion (terminal, ex post). Furthermore, an evaluation can be internal (conducted by people who have participated in all or part of the activity), external (assigned to external specialists), or joint or participatory (mixed).

*Example: Assess if the communication activities have resulted in the goal of 70% of all farmers accepting to use new varieties of seeds.*
Plan for monitoring and evaluation of the strategy

At the planning stage, the monitoring and evaluation of a communication strategy can be described in a detailed plan (see table in the Annexes) or can be included in a logical framework matrix of a development programme. This matrix describes the internal logic of a programme or project by hierarchising its objectives in rows and the elements necessary for its monitoring and evaluation (objectively verifiable indicators [OVI], means of verification, risks and assumptions) in columns. It clearly shows the coherence between communication activities and the development programme in which they are applied. There are several models of logical frameworks in the world, including the following.

Logical Framework Matrix

<table>
<thead>
<tr>
<th>OBJECTIVES BY HIERARCHY</th>
<th>OVI</th>
<th>MEANS OF VERIFICATIONS</th>
<th>RISKS AND ASSUMPTIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goal</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>E.g.: Improve the well-being of the population</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>General objective</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>E.g.: Contribute to the improvement of the status and condition of women</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Objectives of communication</td>
<td>Examples: 1- Persuade men to recognise the need to improve the status and conditions of women 2-</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Activities</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Examples</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1- Draw up a communication plan for the promotion of women</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.2- Develop messages</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1- Etc.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Comments

• The goal describes the reason-why of the activity and the general objective how the communication will help to achieve the goal, whilst the objective of the communication describes the expected result in terms of changes in knowledge, attitudes and behaviour.
• The objectively verifiable indicators and the means of verification are described further below.
• The risks represent the changes which could compromise the achievement of the objectives (for example, political unrest) and the assumptions describe the major hypotheses to be taken into for fixing the objectives (length of funding for a development programme, for example).

The focus of monitoring and evaluation

Generally speaking, monitoring and evaluation can focus on the process, on its products, on results, on impact and on the financial section. In communication for development, four essential questions arise:

• Has the strategy been developed according to known norms, and is it relevant?
• Do the messages arrive, or have the messages arrived, at the target groups?
• Are the target groups changing, or have they changed, in terms of knowledge, beliefs and attitudes?
• Has the behaviour of target groups changed, or is it changing, in line with expectations?

1) **The evaluation of the process and the products** provide the answer to the question: *What happened, and how?* These data will help to improve the process in progress, or to design similar activities in the future. Normally it covers the following aspects.

• Design of activities: Were the approach and strategy followed relevant, appropriate and in line with norms? Did the institutional framework function as expected? What progress was achieved in terms of durability?

• Activities: Did the planned activities take place as planned (in relation to the nature of activities, implementation schedule and expected products)? If not, what lies behind these differences? What was done to remedy the problems thus identified?

• Resources (inputs) like personnel, financial flows, information flows, material flows and technical support in terms of quantity, quality and opportunity.

• The products resulting directly from the programme activities in both quantitative and qualitative terms; their use is necessary for meeting the results ascribed by the strategy. This can include a consideration of seminars and workshops held, people trained, materials produced, people reached, etc.

2) **The evaluation of results and impact** serves to appreciate the effects achieved by the activities and products in terms of changes at the level of the target group, the development programme involved at the environment:

• Evaluation of results covers the progress made in relation to the goals of the activity, and its consequences in terms of knowledge, attitudes and practice;

• Evaluation of impact covers those changes which affect the development programme or its environment following the results attained by the implementation of the communication strategy. This could be, for example, the number of clinic visits or vaccinations during or after a campaign, the number of hectares which have been reforested and the school attendance rates of girls.

**Indicators of monitoring and evaluation**

An indicator is a value which expresses the nature of a change, describing its size or quality, and make a judgement in regard to concerns about relevance, impact, effectiveness and efficiency of an activity. It can be quantitative or qualitative. It has to be objectively verifiable.

1) **Common categories of indicators in communication for development**

   1. Number of messages and communication materials produced, by type, during a given period
   2. Number of messages and communication material distributed, by type, during a given period
   3. Percentage of members of the target group reached by the messages
4. Percentage of members of the target group who correctly understand a given message
5. Percentage of members of the target group who expressed knowledge, attitudes and beliefs which were part of the messages
6. Percentage of members of the target group who have acquired skills included in the messages
7. Percentage of members of the target group who discuss the messages with other categories of people
8. Percentage of members of the target group who have adopted the behaviour put forward in the messages
9. Changes in the scale of the development problem (rates of occurrence, for example).

2) Examples of indicators for the process and products
• Number of led discussions
• Number of trained workers correctly using the counselling technique
• Material produced in line with required quality standards
• Number of broadcasts made
• Actual distribution of messages in the planned periods
• Percentage of the target group exposed to messages

3) Examples of indicators for results or impact
• Percentage of the target group favourable to family planning among young people
• Percentage of the target group correctly using a sowing technique
• Adoption of legislation promoting the access of women to higher level jobs
• Rate of vaccination coverage
• Rate of reforestation.

Means of verification
This section deals with the sources of verification (media carrying necessary information) and the methods and techniques for obtaining the information.

1) Examples of verification sources
• Internal reports, annual reports of institutions, study or research reports, epidemiological reports …
• Available statistics in public services, programmes or institutions; general population censuses
• Media (through an analysis of content)
• Texts: Laws, decrees, orders, directives, programmes, protocols, etc.
• Delivery receipts and waybills, etc.

2) Examples of methods and techniques of monitoring and evaluation:
• Collection of statistics; review of documentation
• An analysis of the content of the media and means of communication; regular checks of materials at typical points of distribution; tracking the media/press book
• Field visits; meetings, encounters, occasional seminars
• Focus groups; survey of a sample by questionnaire; panel; individual or group interview, observation.

In all cases, a combination of the means of verification, within a research context, will give the most reliable results. It is also important to note that the mon-
itoring and evaluation of projects which are funded by donor agencies has to respect specific directives.

**Budgeting the strategy**

<table>
<thead>
<tr>
<th>Box Number 12: Process to Design and Conduct Evaluation</th>
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<tbody>
<tr>
<td>1. Determine the contours of the evaluation, in particular the objectives and programme dimensions to be evaluated in the light of the initial objectives: Strategy adopted, process/products, and results/impact.</td>
</tr>
<tr>
<td>2. Design the plan for monitoring and evaluation: OVI, means of verification, research plan and necessary resources.</td>
</tr>
<tr>
<td>3. Draw up and test the instruments of the evaluation.</td>
</tr>
<tr>
<td>4. Prepare the evaluation at the material, administrative and psychological level: Check necessary materials, complete administrative formalities and check locations, ensure training of the evaluation team.</td>
</tr>
<tr>
<td>5. Collect data.</td>
</tr>
<tr>
<td>6. Analyse and interpret data.</td>
</tr>
<tr>
<td>7. Document results and disseminate them in appropriate forms.</td>
</tr>
<tr>
<td>8. Proceed to, or encourage others to proceed to the use of results (if there is a mandate to do so).</td>
</tr>
</tbody>
</table>

In order to assess the costs of the strategy, it is necessary to review and list activities and the resources required for their implementation, and evaluate all categories of expenditure:

- Research activities, monitoring and evaluation activities (salaries/fees, travel expenses, supplies, processing and analysis of data, publication of reports, feedback workshops on results, etc.);
- Training (fees, training material, organisational expenses, provision for participants’ costs, transport, etc.);
- Production and dissemination of material (design workshop, fees/salaries of technical staff, copyright, authors’ rights, artists’ fees, travel, fungible costs, reproduction costs, distribution and dissemination costs, etc.);
- Communication activities in the field (equipment, travel, salaries, field expenses, costs of special events such as press conferences, open days, etc.)

Where necessary or where possible, the budget should be allocated on an annual basis.

**2.3- VALIDATION OF THE STRATEGY**

**2.3.1- the strategy document**

It is for the strategy document to describe the following points:

- The context, justification, methodology for drawing up the document, a summary of the situation analysis including development problem(s), summary of research results
- Problem of communication, what behaviour should be promoted
2.3.2. the process of validation of the strategy

Once the strategy has been drawn up and its operational plan has been designed, it is necessary to validate them all. This involves the totality of the principal institutional stakeholders with a major role in its implementation, development partners and the competent authorities (in the case of a national strategy, the government.) The process of validation can take place in a workshop and then be formalised by an official order (a decree, order or note). The strategy can then receive funding; it can be disseminated and implementation can get underway.

2.4. GENERAL OVERVIEW OF THE PLANNING AND IMPLEMENTATION OF THE COMMUNICATION: PRACTICAL CONSIDERATIONS

The following remarks are intended for those people who have been entrusted with planning and drawing up development projects and who, having taken note of the information contained in directives, are interested in obtaining more information on the planning and implementation of communication activities as well as the advantages and disadvantages of various media.

2.4.1. major elements in planning communication

**Analysis of the situation and research on communication**

No communication activity can succeed if there is no understanding of how the community which will be reached by the project perceives its own problems and the development options being proposed, and if their aspirations, their practices in obtaining and exchanging information, and their perceptions of the credibility of selected media and personal contacts are not properly grasped.

Often, such information is available at the time of when the project is being drawn up. If they are not available, it is important to obtain them, since they shape a good number of the characteristics of the communication plan, in particular the type of message, the media and channels to be used, and how and when.

Research in this field will also determine which obstacles lay in the path of the attitudinal change and behavioural change intended to result from the project innovations.
Studies on KAP and research of this nature are known to bring some development planners to a state of apoplexy since they require a period of several months, whilst the planners are under pressure to move ahead with the project, even though a hasty approach could lead to an ill-designed project.

In reality, the situation is not quite so extreme. It is often possible to conduct rapid surveys and appraisals on carefully selected representative samples of the population affected by the project, and these in general provide sufficient data to be able to proceed.

**The institutional framework**

The institutional framework for communication for development is a factor that needs to be examined most carefully. Actually, it is an area of work which blends several disciplines: science, since communication makes much use of the social and behavioural sciences, psychology and dissemination theory; art, since communication draws upon talents and skills in the media; and professions, since it makes use of a very varied range of equipment and technical means.

There can be, thus, no type of organisation which fits every conceivable situation, especially since Communication for Development has to reach out to all sectors affected by rural development to fulfil its potential. While it is beyond doubt that ministries of information have necessary infrastructure for dissemination it has to be said that they do not always have the staff required for development communication; the opposite can also be said in the case of ministries of agriculture.

The idea of creating Communication for Development services at the national level is not yet common currency. In many countries, however, it would be a logical option to take, in institutionalising communication within the struggle against under-development. This could be in the form of a department for social communication attached to the Office of the President or the Office of the Prime Minister, or indeed to a ministry for rural development.

As has been shown in large-scale development projects, it is often a viable option to establish a special communications unit within the project itself. Experience has shown that the level of investment in the communication element can, if well-organised and effective in operation, reach 8% to 15% of the total budget of a large project.

The institutional framework of smaller projects, where the creation of a communication unit is not justified, requires more consideration. One option would be bringing together several projects working in the same sector, or in different sectors if they all work with the same rural communities, and thereby create a communication unit which would serve all interested parties.

In some countries, the technical ministries (for example, of agriculture, health or social affairs) do have information or communication units which can provide inputs for communicating with rural development projects. These units, however, may need to be strengthened in terms of materials and human resources, or may need substantive guidance, or training of staff to deliver an effective contribution to the project. The provision of assistance to these units could take the form of their own communication projects as mentioned above.
Inventorising communication resources

One essential part of planning in communication is to take proper stock of all available communication resources, in terms of quantity, quality and impact. When a shortcoming is discovered, it is necessary to estimate the steps required to bring the resource in question up to level required for meeting needs.

In a developing country, there are often insufficient resources for conducting socio-cultural research and KAP studies. However, this does require a sound methodology which is appropriate to specific needs, such activities have been satisfactorily undertaken by field workers of public bodies, by social science students, by staff of marketing and advertising agencies, or by NGO workers, all chosen for their aptitude for this kind of work. Normally, a period of orientation and a brief training programme is required. In general, the interpretation of results from the field has turned out to be more difficult than the collection of data. This part of the research work can require calling in specialists.

Climate conditions and the technical environment

Climate conditions can have a strong effect on the progress of communication activities. When travel in the project zone, for example, is severely restricted for several months in the rainy season, then the mass media (such as radio) can play a greater role than film shows for groups. Similarly, when the ambient temperature regularly reaches 40°C, it is hard to use video cameras, except at dawn and dusk and in the cool season. It may not be possible to produce the necessary films for the project.

The technical environment is also of great importance. For example, it is not very practical to use an audiovisual which requires laboratory work that cannot be undertaken within the country. There can also be a problem with state-of-the-art materials which cannot be maintained locally. These are all factors to be taken into account when drawing up the communication plan.

What type of communication?

The nature of the communication plan will be influenced by the type of media selected to be used most on the project. It should be recalled that communication for development encompasses several types of activities, notably communication for a participatory approach in mobilisation, for a smoother implementation of the project and for grassroots training. These activities are all suited, case by case, for different media, each in terms of its specific approach.

2.4.2. major aspects and implementation steps in a communication activity

1. In an ideal situation, a start would be made with a communication process aimed at ensuring the participation of the population in the planning of development activities in the area a rural development project plan is given its final shape. This may not always be possible, and it would be useful to reach an agreement on what steps can be undertaken and to define them clearly. In an initial stage, such audiovisual tools as recording and playback of videos can be used to help farmers to regard themselves as partners and decision-makers in the selection, organisation and undertaking of development activities. However, the same results can be obtained by people with
a high degree of sensitivity through personal contacts alone, on condition
that they are prepared to spend time listening to rural people and to try to
understand their vision of the future.

2. Having once determined the overall set of development activities, it is
important to identify the various social groups who have a role to play in
their achievement. These can be the target groups; each group has a differ-
ent role to play and they will need to be approached with different mes-
sages and in different ways.

3. The objectives to be attained are defined in terms of each specific group, as
far as their attitudes and behaviour are concerned. (For example, this can be
in terms of a better understanding of the role and greater use of fertilisers by
small farmers, the positive involvement of teachers in talking of vegetal
nutrition and the use of fertilisers with their students, or a greater and better
informed promotion of fertilisers by community chiefs and leaders, etc …)

4. Audience research can be undertaken by means of such techniques as KAP
studies and group interviews. These take the form of discussions with
groups representing a target group, such as a group of fertile women, rural
health agents or farmers who practice subsistence farming in similar areas.
They can bring together between 6 and 12 people at one time, and should
be focussed on a specific topic chosen by the researchers, using a well-pre-
pared manual, but the actual discussion can be as free and wide-ranging as
possible.

5. A communication plan is then drawn up for each target group, identifying
the routes to be taken, the materials to be produced, and by whom and
when.

6. The design of the message then follows. This is in fact a decision, based on
the study of the target audience, about how to present best a given message
to a given target, taking into account all the concerns and special sensitivi-
ties of the group. If it has emerged, for example, in a given area that the
major concern of women farmers in between two harvests is how to feed
their family, then more will be achieved with an agricultural message such
as how to sow rice in rows rather than scatter-sowing. In another context,
the prime concern may be how to generate additional cash income; then the
message should home in on this aspect.

7. With regard to production of materials and testing them, it should be noted
that the materials should always first be produced in a preliminary version
and tested with small representative groups of the target groups. These pre-
liminary tests, and subsequent modifications, are often neglected, in part
because they are thought to take lot of time (which is not always the case)
and in part because their producers do not have sufficient reserves of
humility to expose their materials to the criticism of their intended audi-
ence nor the required flexibility to change them if the target group does not
understand or appreciate them.

8. The next point of attention is training for field staff in the use of the com-
munication materials and in the techniques of interpersonal communica-
tion.
9. This is followed by the implementation of the communication plan through the production and use of the materials.

10. The process of implementation is intricately and continuously linked to that of monitoring and evaluation. Even when preliminary tests have been conducted regularly, on-going monitoring and evaluation can serve to point up when communication activities are not achieving the desired results and when misunderstandings are hindering progress.

11. Information obtained through the monitoring process can be fed back to the implementation process. This means, in other words, that the type of message and materials are revised several times if necessary in order to respond correctly to the needs identified in on-going monitoring and evaluation, and until the time is reached when the communication work has been properly understood and appreciated. In the jargon of communicators, this process is known as «formative evaluation».

12. A closing evaluation of the impact of the process, and of problems encountered should be conducted at the end of each communication activity, so that the lessons learned can be incorporated into on-going activity.

### 2.4.3. various media in rural development

No media is in itself any better than another, since the circumstances and requirements of each development project will determine the choice of media to be used. The choice of media can be heavily influenced by surveys about which media are accessible to the community, which are credible, which are genuinely available and those which could really be installed. However, it must be remembered that a message presented in a slightly different form and being delivered by different channels is the one with the greatest impact and the one which make the greatest contribution to behavioural changes. This means, in consequence, that multimedia approaches will usually be the most effective.

It should be stressed, however, that behavioural change rarely comes through one single media. Most people need to talk things through with someone else with more experience than themselves, before making their own judgement and experimenting with an innovation. In effect, this means that all information has first to be properly assimilated and evaluated according to its usefulness and relevance to the particular problems of the receiver before s/he takes any action. One essential part of this process is a direct interview.
Advantages and disadvantages of various media

Principal traditional media (for development)

<table>
<thead>
<tr>
<th>TYPES OF MEDIA</th>
<th>CHARACTERISTICS OF DIFFERENT MEDIA</th>
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<tbody>
<tr>
<td></td>
<td>Cost</td>
</tr>
<tr>
<td>1. Theatre</td>
<td>- x</td>
</tr>
<tr>
<td>2. Tales, proverbs, riddles</td>
<td>- x</td>
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<tr>
<td>3. Puppets</td>
<td>+ x</td>
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<td>4. Song</td>
<td>- x</td>
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Principal modern media (for development)

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<thead>
<tr>
<th>TYPES OF MEDIA</th>
<th>CHARACTERISTICS OF DIFFERENT MEDIA</th>
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<tbody>
<tr>
<td></td>
<td>Cost</td>
</tr>
<tr>
<td>1. Radio</td>
<td>+ x</td>
</tr>
<tr>
<td>2. Television</td>
<td>+ x</td>
</tr>
<tr>
<td>3. Video</td>
<td>+ x</td>
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<td>4. Audio cassettes</td>
<td>- x</td>
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<td>5. Slides</td>
<td>- x</td>
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<td>6. Print media</td>
<td>- x</td>
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<td>(newspapers, posters, signs, tee-shirts)</td>
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<tr>
<td>7. Cinema</td>
<td>+ +</td>
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<tr>
<td>8. Moving sheet shows</td>
<td>+ x</td>
</tr>
<tr>
<td>9. ICTs</td>
<td>+ x</td>
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— = Weak
- = Low cost
x = Good
+ = Costly
xx = Very good
++ = Very costly
ANNEXES

1- PLANNING FRAMEWORK FOR A COMMUNICATION STRATEGY

2- FRAMEWORK FOR MONITORING AND EVALUATION OF A COMMUNICATION STRATEGY

3- WORK PLAN
planning framework for an iec strategy

Development Problem:
Communication Problem:

<table>
<thead>
<tr>
<th>OBJECTIVES OF COMMUNICATION</th>
<th>TARGET GROUPS</th>
<th>APPROACHES</th>
<th>KEY MESSAGES</th>
<th>CHANNELS AND MEDIA</th>
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framework FOR monitoring and evaluation of a communication strategy

<table>
<thead>
<tr>
<th>OBJECTIVES/ACTIVITIES</th>
<th>INDICATORS</th>
<th>MONITORING &amp; EVALUATION METHODS</th>
<th>PLACE/PERIOD</th>
<th>PERSON RESPONSIBLE</th>
<th>COST/RESOURCES</th>
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## Work plan

<table>
<thead>
<tr>
<th>OBJECTIVES/ACTIVITIES</th>
<th>PEOPLE RESPONSABLES</th>
<th>PERIOD</th>
<th>EXPECTED RESULTS/ OBSERVATIONS</th>
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<td>1 2 3 4 5 6 7 8 9 10 11 12</td>
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</table>
NB: Most of these works are also available in English editions from the same publishers.


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