Communication for Empowerment:
developing media strategies
in support of vulnerable groups

Practical Guidance Note

Acknowledgements

March 2006

UNDP is the UN's global development network, advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. We are on the ground in 166 countries, working with them on their own solutions to global and national development challenges. As they develop local capacity, they draw on the people of UNDP and our wide range of partners.

Abstract

This Practical Guidance Note aims to demonstrate that media can play a crucial role in empowering vulnerable and marginalized groups. This can best be achieved if media support and media capacity development is directed in a way that enables the media to better respond to and reflect the information and communication needs of these groups. This kind of media support can be called Communication for Empowerment. Communication for Empowerment is a critical driver for securing the necessary participation, ownership and accountability for achieving the MDGs. The Guidance Note explains Communication for Empowerment and its importance to poverty reduction. It identifies trends in the media, and highlights key opportunities and challenges, including the impact of liberalization and the ongoing struggle many media face in holding onto hard fought media freedoms. The Note underscores the particular importance of radio in Communication for Empowerment strategies because of its reach, accessibility to the poor and increasingly interactive character. It also outlines a range of ways that UNDP and other development practitioners can best support Communication for Empowerment based on conducting information and communication audits, and choosing the appropriate context-specific intervention strategy. It suggests that UNDP's established roles in-country of convening, facilitating, advising and advocating, as well as its focus on capacity development and its experience in democratic governance equip the organization to play a key role in furthering Communication for Empowerment

Table of Contents

Acronyms

AMARC	World Association of Community Radio Broadcasters
ANDA	National Association of Advertisers (Peru)
ARVs	Antiretroviral (drugs)
CCA	Common Country Assessment
CO	Country Office
CBO	Community Based Organization
CSO	Civil Society Organization
Danida	Danish International Development Agency
DevComm	World Bank Development Communication Division
DFID	Department for International Development (UK)
FAO	Food and Agriculture Organization
GMOs	Genetically modified organisms
HDRs	Human Development Reports
ICTs	Information and Communications Technologies
MDGs	Millennium Development Goals
MISA	Media Institute of South Africa
NGO	Non-Governmental Organization
OHCHR	Office of the High Commissioner for Human Rights
PRSP	Poverty Reduction Strategy Paper
SDC	Swiss Agency for Development and Cooperation
SIDA	Swedish International Development Agency
UNCDF	United Nations Capital Development Fund
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
UNIFEM	United Nations Development Fund for Women

1. Introduction

UNDP's mandate is poverty reduction. Its priorities reflect a specific commitment to the achievement of the Millennium Development Goals (MDGs) within the framework of the Millennium Declaration. Success in achieving the MDGs and the broader millennium agenda will be determined in large part by how well national planning processes are informed by the genuine participation and involvement of those most affected by development. UNDP believes that information and communication focused interventions are central in bringing about such participation. It believes that genuine involvement and participation can only occur if the information needs of all citizens (including those at the margins of societies) are met and the voices of those most affected by development decisions are heard.

This Practical Guidance Note explicitly focuses on the role of information and communication in empowering vulnerable groups, and particularly centres on strategies that can strengthen the media to play this role. It is not intended to prescribe the 'ideal' media landscape. An empowering media and communication environment in one country may look very different in another in terms of media ownership, number of community media outlets and media policy and regulation.

The Guidance Note takes account of the UN Millennium Summit Outcome,[1] the Paris Declaration[2] and other recent global meetings on development. It sets out how the character of today's development challenges makes the strategies recommended here particularly relevant and increasingly urgent in supporting efforts to meet the MDGs.

This Note is divided into two parts. Part One explains why information and communication should be an increasing priority in UNDP's governance work. It analyses how media and communication landscapes are changing, and shows how these changes directly impact the ability of people living in poverty to make their voices heard in society. Part Two provides practical guidance for programming. It explains how to make an assessment of the information and communication environment, and provides guidance for incorporating information and communication based approaches into development work. The Note identifies key entry points for UNDP's engagement in this area, based on its comparative advantage and its mandate to reduce poverty through a human rights based framework.

1.1 The context of the Practical Guidance Note

This is one of a series of Guidance Notes related to Access to Information.[3] UNDP's Practice Note on Access to Information outlines a clear strategic framework for its work in Access to Information.[4] At the core of this framework is one central objective – to lever support in a way that maximizes people's participation, especially the poor, in democratic governance.

There are four main support areas in UNDP's Access to Information work:

1. Strengthening the legal and regulatory environment for freedom and pluralism in information;
2. Supporting capacity strengthening, networking, and elevating   the standard of media at national and local levels with a view to promoting the exchange of independent and pluralist information;
3. Raising awareness on rights to official information and strengthening mechanisms to provide and access information;
4. Strengthening communication mechanisms for vulnerable groups.

This Practical Guidance Note focuses explicitly on the fourth area. Its aim is to demonstrate how media can strengthen communication mechanisms for vulnerable groups and in doing so contribute to their empowerment. The Practical Guidance Note defines this approach as *Communication for Empowerment.*

Communication for Empowerment can involve working in a contested and complex political environment. While some governments welcome efforts to inform and empower their citizens, many wish to retain tight control over the media as an instrument of political influence, or are nervous about increasing media pluralism. UNDP's neutrality, combined with its partnerships in government, civil society and the media, as well as its explicit commitment to and potential leadership role in empowering vulnerable groups, provide an important bridging and convening role in these issues.

1.2 What is Communication for Empowerment?

Communication for Empowerment is an approach that puts the information and communication needs and interests of disempowered and marginalized groups at the centre of media support. The aim of Communication for Empowerment is to ensure that the media has the capacity and capability to generate and provide the information that marginalized groups want and need and to provide a channel for marginalized groups to discuss and voice their perspectives on the issues that most concern them.

Communication for Empowerment, as with all areas of UNDP's Access to Information work, is consistent with and rooted in a human rights based approach to development which incorporates the core values of equity and empowerment and derives from Article 19 of the Universal Declaration of Human Rights and International Covenant on Civil and Political Rights.

1.3 What does this Practical Guidance Note cover?

This Guidance Note details the role the media can play to make information and communication more accessible to poor people and to provide a voice to those most affected by development. It also sets out how UNDP can strengthen action in this area.

(5)
UNDP *Practical Guidance Note on Civic Education,* 2004
www. undp. org/oslocentre/docs04/ Civic %20education. pdf

The Guidance Note complements UNDP's Practical Guidance Note on Civic Education[5] which focuses on learning-based capacity development interventions for enhancing civic knowledge, civic disposition and civic skills which promote participation in public life. This Note deals explicitly with the role of the media in supporting vulnerable groups. This encompasses its role in informing vulnerable groups of issues that affect them, in providing opportunities for them to air their concerns in the public arena, and in providing spaces for them to discuss and debate issues between themselves and with others.

In the context of this Practical Guidance Note, the term media includes traditional broadcast media (i.e. TV and radio) and the print press. This Guidance Note has a greater focus on radio as this continues to be by far the most accessible medium for poor people in much of the developing world.

1.4 What doesn't the Practical Guidance Note cover?

Other important information and communication based interventions dealing with, for example, the role of interpersonal communication, informal information and communication networks, community conversations, and other similar public and private dialogue strategies are not substantially addressed here.

The Practical Guidance Note does not address issues related to UNDP's internal communication or the work of the organization in promoting UNDP's messages and mission, but rather aims to provide guidance on how to support the media in ways that will contribute to empowering vulnerable groups in society.

The role of the media in preventing, and in some instances promoting, conflict is not specifically addressed in this Practical Guidance Note. Media and conflict is a subject of critical importance and great complexity that requires a Practical Guidance Note dedicated solely to it. UNDP plans to publish such a Guidance Note which will draw on existing UNDP work in this area to provide specific guidance for its programming.[6]

(6)
See Chapter 1, *Access to Information in Post Conflict Settings*
www.undp. org/oslocentre/
achvmdg2.htm

1.5 Who is the Practical Guidance Note for?

The Practical Guidance Note is principally for UNDP development practitioners, specifically democratic governance and communications specialists in UNDP Country Offices interested in, and wishing to take action to address the challenges outlined in this guide.

PART ONE:
THE COMMUNICATION
FOR EMPOWERMENT
CONTEXT

2. Why Communication for Empowerment matters even more now

A combination of factors, particularly the accumulation of practitioner knowledge and experience, as well as changes in the media environment, provides greater impetus to prioritizing Communication for Empowerment interventions. There is also a growing realization by key development actors that Communication for Empowerment is a fundamental underpinning for participation and therefore ownership in achieving the MDGs.

2.1 Five main converging factors

1. *The increasingly networked character of developing country societies:* The combination of increased democratization, use of communication technologies, rapid liberalization and proliferation of media, and the emergence of more dynamic civil societies – all within the context of globalization is leading to new opportunities and challenges for using communication to empower people living in poverty.

2. *A better understanding of the importance of power structure analysis to successful development strategies*:   Current development discourses, such as "drivers of change" studies,[7] are paying attention to the way vested interests and other political factors affect development interventions. The media's role in reinforcing or countering this influence is increasingly becoming a consideration in the design of effective development strategies.

3. *The experience of what works and demonstrating impact*: Evaluations of recent development experience, particularly from the HIV/AIDS pandemic, have led to a reassessment of traditional communication approaches and greater attention to participatory communication strategies. Growing evidence of the impact of communication for development is emerging and new approaches to evaluating participatory communication approaches are being developed.[8]

4. *A growing communication knowledge network* is in evidence, characterized by a rapid and diverse proliferation of communication initiatives all over the developing world, most of them designed to empower people.[9]

5. *The importance of communication to the MDGs:* There is now a widespread recognition that meeting the MDGs will require people to have a much stronger sense of ownership of the development strategies designed to benefit them. The success of current development policies will therefore depend upon citizens, particularly those living in poverty, being able to hold their governments to account and to engage actively as informed citizens.

2.2 Reaching the MDGs: country ownership, citizen voice, and accountability

Development agencies are revisiting their assessment of the role of communication and media in meeting the MDGs. A meeting of bilateral and multilateral development agencies held at the Rockefeller Foundation Bellagio Conference Centre in 2004 concluded that:

"To a large degree, success in achieving the MDGs rests on participation and ownership. Communication is fundamental to helping people change the societies in which they live, particularly communication strategies which both inform and amplify the voices of those with most at stake and which address the structural impediments to achieving these goals. However, such strategies remain a low priority on development agendas, undermining achievement of the MDGs" (see Annex).

Box 1. The importance of country ownership: two brief examples

Containing HIV/AIDs
The goal of containing HIV/AIDS by 2015, and allied efforts to increase access to anti-retroviral drugs, will not be reached unless greater priority is given to communication. Successful HIV/AIDS strategies depend on communication in order to help people construct a social environment in which behaviour change becomes possible. Through dialogue and discussion, people can convert stigma to support.   Strategies that place the voices of those affected by HIV/AIDS at the core are essential to strengthen community based demand for prevention and treatment.

Poverty Reduction Strategies
The integration of Communication for Empowerment approaches holds great potential for enhancing the effectiveness and outreach of Poverty Reduction Strategies (PRSPs). However, several recent reports, including a major study by the World Bank, DFID and the Overseas Development Institute,[10] and from the Panos Institute,[11] have concluded that PRSP strategies have seriously suffered because of an insufficient focus on communication. They point to inadequate efforts to generate public understanding and public debate of PRSP processes. They also highlight the challenges in ensuring that those with most to win or lose from these debates have the ability to make their perspectives heard, particularly through the media. Clear targets for the purpose of monitoring are necessary for poor people to hold those responsible for implementing PRSPs to account. A lack of such targets, in addition to the media's inadequate attention to creating opportunities for debate and discussion, has undermined perceptions of real ownership of the PRSP process.

(10)
With the Support of Multitudes: Using strategic communication to fight poverty through PRSPs, Mozammel, Masud and Odugbemi, Sina, Dfid, 2005
www.dfid.gov.uk/pubs/files/strat-comm-prsp.pdf

(11)
Reducing Poverty: Is the World Bank's Strategy Working? Warnock, Kitty, Panos Institute, London, 2002
www.panos.org.uk/Docs/reports/ReducingPoverty.doc

The UN Millennium Summit in September 2005 reaffirmed, "Strong and unambiguous commitment by all governments, in donor and developing nations alike, to achieve the MDGs by 2015." The role of the voices of the poor in informing national decision-making processes, in holding governments accountable to those living in poverty, and in achieving ownership of PRSP and other development strategies by those with most at stake in development, is seen as vital to meeting the MDGs.

A critical factor in countries "owning" their own development strategies is informed and inclusive public debate. Holding such debate is difficult if media is not informed, engaged and capable of both reaching and reflecting the perspectives of those most affected by development decisions.

Several donors and development agencies have committed themselves to providing more resources in the form of direct budget support. At the same time they have promised to impose fewer conditions on governments which receive assistance on the understanding that governments should be more accountable to their own citizens than to external donors. As a consequence, interest in and support for the role of the media in providing a check on government power on behalf of citizens can be expected to become an increasing priority.

(12)
Extract from an interview with Mike Daka, founder of Breeze FM at www.breezefm. com. Breeze FM is one example of many hundreds of community, commercial and public service media that are finding new ways of providing a voice and generating dialogue on key development issues. See for example, *Making Waves: Stories of participatory Communication for Social Change*, Alfonso Gumucio, www.communicationforsocialchange.org Other examples can be found on www.comminit.com

Box 2. Voices on the Breeze - Communication for Empowerment in Zambia[12]

Until 2003, when Breeze FM came on air, the people of Chipata, in eastern Zambia, had little involvement in the content of their local radio broadcasting. Information came from two main sources: the government radio stations, which broadcast from the capital city, Lusaka, located some 600 kilometres away; and civil society and religious sources.

These were fine up to a point, but the communication was largely one-way and was about issues that the government, civil society and church organizations thought were important for the people. Two things were still missing: relevant and localized information on the issues that most affected and most concerned people in the region; and the opportunity to discuss and bring to public attention their concerns and perceptions.

When Breeze FM opened in the provincial town of Chipata in 2003,that changed. This commercial station prided itself on serving the community. It hired a retired school teacher who soon became known as "Gogo" (grandfather) Breeze.

Gogo Breeze is pioneering a new type of journalism. Every day he travels on his bicycle from township to township and village to village, meeting and talking to people about their real issues and problems, recording their long-ignored folklore and music and – crucially - from office to office following up on people's complaints and grievances.

He covers distances of up to 70 kilometres responding to the requests from villagers to visit their areas. When at the station he spends a lot of time receiving ordinary folk who come into Chipata town for other business and features those who visit the station on a programme entitled, 'Landilani Alendo" (Welcome To Our Visitors).   His other programmes include the most popular 'Letters from Our Listeners' in which people, young and old, ask for his assistance in resolving issues ranging from family and community conflicts to poor governance and service delivery at central, provincial, local and traditional levels.

The government is slowly waking up to the fact that the local radio station is more effective in communicating important information to the public than their own national broadcaster and is beginning to work with the station in areas such as agriculture, education, environment and health.

According to the managing director of the station, "Organizations such as the UNDP, who are concerned about alleviating poverty and improving the living standards of rural people, now also have useful communication channels through which to meaningfully involve people in development efforts. UNDP could lead the way in exploring ways and means of utilizing the potential provided by community based radio such as Breeze FM to communicate and encourage dialogue with and among poor people on the Millennium Development Goals (MDGs)."

The station is carrying out three roles which either did not or barely existed in the region before. It is providing a **voice** explicitly for vulnerable groups to communicate their perspectives in the public domain; it is providing a **space** for such groups to engage in public dialogue and debate on the issues that affect them; and it is providing a **channel** to communicate information on development issues to people most affected, and to communicate perspectives from these people to those in authority. While the station is largely sustainable, it does rely on sponsorship/advertisements from development and other social organizations, and it also relies on an enabling regulatory framework. Breeze FM received support from UNESCO (for studio and transmitter equipment), which provided studio and transmitter equipment, the Open Society Institute and Danida.

3. Media trends and challenges

The media landscape in most developing countries has undergone a revolution over the last 15 years. This has been marked by increased democratization; an ensuing liberalization of media, particularly of broadcasting; a subsequent decline in government support to former monopoly broadcasting; and greater availability of new and more cost effective information and communication technologies.

Media in many of these countries have been transformed from monopolistic and government-dominated systems to increasingly diverse types. Changes related to the communication opportunities for the poor are in general insufficiently mapped, but evidence is growing that their effects are profound. The key media trends and their implications, both positive and negative, are summarized in the table on page 18.[13]

(13)
A more detailed explanation of these trends can be found in *The Other Information Revolution: Media and empowerment in developing countries,* by Deane, James et al, UNRISD, 2003
www.unrisd.org

To a large extent changes during this period have been positive, characterized by increasing independence for media outlets in many countries. At the same time new challenges are also being posed for media, and its ability to serve the poor. Democratization, liberalization, and donor assistance in particular have given rise to challenges, as well as opportunities. It is worth highlighting some of the more pronounced challenges.

1. *Liberalization*: Liberal media policy is fostering more open, free and diverse environments for media discussion. At the same time, however, liberalization is yet to be firmly entrenched in a number of countries, and hard fought freedoms, including freedom of expression, are under renewed pressure, particularly in Eastern Europe.

2. *Commercialization*: Commercialization of the media has been a welcome source of diversification and funding in many national media environments. However, while proliferation of media in the wake of liberalization was initially marked by an upsurge of public debate on a whole range of issues, this progress is being offset by commercialization. Evidence is growing that as competition intensifies, content is increasingly being shaped by the demands of advertisers and sponsors rather than public interest factors.

3. *Few successful examples of transformation from state to public service broadcasting:* Public service broadcasting has the potential to play a crucial role in ensuring the public's right to receive a wide diversity of independent and non-partisan information and ideas. It can also help to promote a sense of national identity, foster democratic and other important social values, provide quality educational and informational programming, and serve the needs of minority and other specialized interest groups.[14] However, former government-owned monopoly broadcasters have rarely transformed themselves into independent public service broadcasters. Declining investment in these media – usually the media with the greatest reach (including into rural areas) – has often led to a reduction in pro-poor programming and minority language services.

4. *Balancing donors' legitimate wish to get development across with the need to build the professional capacity of the media:* Rather than increase support to media and communication strategies that promote inclusive debate, the response of many development actors has been to invest in advocacy efforts, including using media to get their own message across. This is often entirely legitimate, but there may be a danger that such investment can come at the expense of developing the capacities of the media.

(14)
See the *UNDP Practical Guidance Note on Support to Public Service Broadcasting*
www. undp. org/oslocentre/docs04/ PublicServiceBroadcasting. pdf

Box 3. Not just radio: India and the rural newspaper revolution[15]

India has undergone more dramatic and rapid change in its media landscape perhaps than any other country, characterized particularly by a dramatic liberalization and an explosion of satellite television. A less documented revolution is taking place in its newspaper industry where a "rural newspaper revolution" is taking place.[16]

In many countries, people living in rural areas are considered to be a low priority for newspapers. Distribution is expensive, newsgathering difficult and advertisers are often uninterested in a population with so little purchasing power. In India, however, rural areas are increasingly important business for newspapers. In many Indian states, including Madhya Pradesh, Bihar, Jharkhand, Chattisgarh or Uttar Pradesh, newspapers have fine-tuned their publication and delivery schedules to deliver newspapers by six a.m. to villages (or at least those that are close to roads), in every district of the state. It is a market created by growing literacy, improved roads and other communications, increased purchasing power by those in rural areas, and increased hunger for information caused in part by a hunger for greater - and more localized - information than that provided by radio and television (community radio in India remains largely illegal). Newspapers which have found their urban markets declining or stagnating, and advertising income leaching to television, have been forced to look for new markets.

Local newspaper editions are now important information channels for development agents at the village level. Civil society organizations have been able to get community news, including women's news, as well as to publicly raise these issues in the wider society. This development has been reported to bring transparency in the dynamics of political parties, generating discussion on given policy options. On the other hand, Sevanta Ninan, an Indian media researcher who has written extensively on this revolution, argues that the revolution has its drawbacks. "Rural scribes are loose canons. They inform, but they also sensationalise and trivialise." The newspaper revolution has also tended to be driven by profit-maximizing, rather than development concerns.

The Indian government is resisting pressure to liberalize radio broadcasting and this in turn has prevented the emergence of a vibrant community radio sector. Rural newspapers are in some respects filling this gap, providing an obvious point of engagement for those working to improve governance.

3.1 Media development trends: complex and contradictory

Communication trend	Positive implications	Challenges
Freedom of expression is fragile and in many countries under **renewed pressure**. Media which underwent a flourishing of freedoms in the 1990s are seeing those freedoms increasingly curtailed with a major diminution of freedom of expression. This takes many forms, including political or commercial pressure, censorship or self-censorship, overt or covert. This trend is being accentuated by additional constraints prompted by the war on terror. Journalists' deaths in the course of their work are increasing.	**None**, although civil society organizations and media freedom organizations are finding common cause in some countries, and in some cases internationally, to demand protection of freedom.	Protecting existing freedoms and advancing media freedom. This is important so mainstream media and the society as a whole can exercise freedom of expression, not just an urban elite. [17] [See the Bellagio Statement on Media, Freedom and Poverty, www.panos.org.uk]
Widespread liberalization of media, particularly of broadcasting: an increasingly crowded, complex media environment. An information revolution which particularly affects the poor.	An increasingly diverse and open media. A proliferation of media creating new opportunities for public debate, engagement, government scrutiny and diversity of perspectives.	Media coverage is focused heavily on mainstream politics and entertainment. Increasingly competitive, commercial, consumer -oriented, advertising-driven media has few incentives to focus on poverty related issues or to reflect the perspectives of those living in poverty. Such issues are increasingly marginalized unless development agencies sponsor coverage. In some countries with freedom of expression, only a minority of the population is in a position to exercise or benefit from it.
Demand by citizens groups for greater access to information from government is becoming more organised and more prevalent.	Greater accountability of government to those most affected, and increased opportunities for those most affected to generate their own agendas for change.	Challenges of programming and scaling up such efforts while maintaining civil society ownership.
Media coverage is becoming more parochial and reporting and communication across cultural boundaries more limited. South-South communication is, except through opportunities provided by the internet, increasingly limited, with declining interest from editors to report from other developing countries. In an age of globalization, media coverage globally is, in cross-cultural terms, increasingly limited to a homogenous global entertainment and celebrity industry.	Media is reinventing itself and catalysing rapid processes of social change, with global media players often having to root their strategies in the cultural realities of the countries in which they operate. Fresh, energetic hybrid cultural identities are often being formed (the satellite revolution in India is one example) and cultural products (such as Bollywood) flourishing.	Sources of information on the global forces shaping change for the vast majority of people living in poverty are arguably dwindling or are at least increasingly dependent on a small number of major global news providers such as the BBC. Twenty years ago there were perhaps five or six global news services explicitly focused on covering news issues from a developing country perspective and aimed at promoting South-South communication. Today there is perhaps one.Coverage of global processes (i.e. trade, aid, debt, and new technologies such as GMOs) is arguably declining.

Communication trend	Positive implications	Challenges
A radio renaissance with a dramatic increase in the number of radio stations in many of the poorest countries (e.g. more than 100 in Uganda, several hundred in Niger). Talk-based radio is combining with the spread of ICTs to make radio an increasingly interactive medium. Radio continues to be by far the most accessible medium in much of the developing world.	A revitalization of the oral tradition with discussion programmes, talk shows and phone-ins is opening up new forms of public debate and discourse. Citizens have increasing opportunities to make their perspectives heard in the public arena and to question those in authority. Many examples of radio stations engaging in development issues in fresh and original forms.	The new radio revolution is a largely urban, commercial one. State-run broadcasting entities are often in crisis, with reductions in government funding leading to reduced transmission capacity (often to rural areas), of minority language programming and content (e.g. agricultural/educational), and of issues concerning to people living in poverty. Few models exist of successful transformation from government-controlled to public service broadcasting. There is little monitoring of these trends or their impacts. Talk shows/phone-ins can be difficult too (often a need to screen calls and avoid incitement) and professional standards and training can vary. Equipment for screening calls can be beyond budgets of small stations.
'Old' technologies, such as radio, television and the printing press, are interacting with new technologies (internet, SMS, mobile telephony) and increasingly connected civil societies, to create much more networked societies.	Increasingly, information is passed horizontally between people, rather than vertically, and new communication environments are characterized by discussion, debate, interpersonal and many to many communication.	Opportunities for disseminating development messages to large numbers of people through a limited number of media channels is dwindling. Development agencies face challenges in fostering and engaging in debates.
A fragmentation of media, with many more interests and organizations having a stake in the media.	A resurgent community media movement (e.g. www.amarc.org) is fostering a mushrooming of community based and owned media initiatives committed to amplifying voices of those living in poverty. Increasing number of examples of positive social change as a result of such media efforts.	Media can be captured by narrow, special interests bent on fostering violence, division or intolerance. It is often used by religious, political or other actors to promote their interests. Community media face challenges of sustainability. Not all media described as community media are genuinely rooted in, owned by, or accountable to the communities they aim to serve; equally, some commercial media outlets may serve a strong community function.
Growing concentration of media ownership—at the global, regional and national levels—is increasingly a characteristic of new environments.	Development agencies can form national or regional partnerships with major media players for development focused media initiatives rather than work with a myriad of smaller actors.	Concentration is leading to decreased pluralism in the media, potentially undermining freedom of expression. Strong evidence that this is leading to a growing focus on profit rather than public interest.

Communication trend	Positive implications	Challenges
The evolving role of journalism in a dramatically changing environment.	New opportunities for journalists wanting to make their mark, particularly by exposing government or other corruption or mismanagement. Journalists are working in an expanding and dynamic field. (Potential) new opportunities for women journalists in a traditionally male profession. Journalists' role is being complemented by those of DJs and talk show hosts, and by new breeds of journalists like Mr Gogo on Breeze FM, who travels around communities in Zambia to discover people's concerns (see Box 2 on Page 13).	There is little incentive among many journalists to focus on development issues since this is a poor career move. With no paying market for poverty-related content, and particularly for politically sensitive or awkward reporting, the incentive for journalists, editors, publishers and owners to prioritize such reporting is declining. Journalists in some countries continue to risk jail or death when covering public interest issues unpopular to some governments or vested interests.
There is also increasing support by development agencies for journalist training and awareness raising strategies.	In many cases this is leading to an increasingly professional and informed media, with greater opportunities for exposure to development issues.	Public interest journalism training is under pressure, and schools in some countries find that graduates are often snapped up by the public relations and advertising industries. Much training is fragmented and unstructured and there is evidence of "seminar fatigue" among editors and journalists. While in some places journalists are becoming more professional, this is offset by the number of small media actors with small budgets who cannot afford professional journalistic staff and there is in some sectors a decline in media professionalism. Many media support programmes focus on news, and accurate news reporting, in the context of a one-dimensional model of "free media". "Media for Development" issues, such as diversity of content, audience participation, and stations, are not often included in such courses.
Development agencies are increasingly engaging with the media as partners.	New opportunities for development programming often with dramatic results. e.g. "edutainment" programmes such as Soul City television, radio and print soap operas in South Africa (www. soulcity.org.za).	Media organizations increasingly depend on the development sector for income. Danger of "highest bidder syndrome" determining content, being dictated by financial requirements rather than journalistic judgment. Development agencies are increasingly accused of using the media for their own advertising benefits.

PART TWO:
PRACTICAL GUIDANCE
FOR PROGRAMMING

4. How can UNDP make a difference in the area of Communication for Empowerment?

UNDP can use its already established roles and expertise in four key areas to support Communication for Empowerment for poor and marginalized people. These are:

- *Its convening and facilitating role*
  In many countries UNDP has often assumed an important coordinating and facilitating role, liaising between government, donors, civil society organizations and project partners. UNDP could use this role to play a much stronger convening and facilitating role in the area of Communication for Empowerment. If Communication for Empowerment strategies are to succeed, improved collaborative relationships are needed with all players active in this area, including other UN agencies, particularly at the UN Country Team (UNCT) level. UNDP is well placed to ensure that information and communication analyses are undertaken at the national and sub-national levels and that such analyses inform the agreed national development priorities for UN-wide development programming.

- *Its advocacy and advisory role*
  Communication for Empowerment requires an enabling environment for media that poor people can access. To this end, UNDP can draw on its traditional role in working with/advising national government counterparts on policy development.

  Identifying national counterparts with a similar vision is an important part of the process, given the degree to which country contexts vary in their support of or hostility towards Communication for Empowerment. These partnerships can benefit UNDP by ensuring it understands the situation of its target group – those living in poverty – in all development programming and by strengthening UNDP's ability to provide quality upstream advice.

  Communication for Empowerment can play a key role in contributing to the effectiveness of development and poverty reduction plans. UNDP is well positioned to advocate for greater attention to pro-poor media in meeting the MDGs.

- *Its focus on national capacity development*
  Capacity development is a priority for all UNDP's work. Developing
  the capacities of the media is critical in an environment faced with
  the challenges outlined in section 3 (i.e. liberalization, financial
  unsustainability, commercialization). With development assistance
  modalities shifting more towards direct budget support, the media
  may be in a more precarious situation.

- *Its expertise and experience in democratic governance*
  As at the end of 2005, 133 of UNDP's 135 Country Offices reported
  work in Democratic Governance. This translates into every Country
  Office in the Africa, Arab States, Eastern and Central Europe and Latin
  America Caribbean regions reporting support to this area, and all
  but two in the Asia Pacific region. In financial terms, democratic
  governance continues to be the leading practice area for UNDP,
  accounting for approximately 46% of UNDP's global technical
  assistance expenditures in all practice areas in 2005 (nearly $1.4
  billion worldwide). This also makes UNDP one of the world's largest
  providers of governance technical assistance. Through this support
  to democratic governance programmes UNDP can work to ensure
  that the media, especially community and public service media, is
  supported.

5. UNDP's support to Communication for Empowerment

This section focuses on how to design and develop practical Communication for Empowerment strategies. It has two components:

1. Undertaking an information and communication audit.
2. Selecting possible Communication for Empowerment support areas:
      i. Increasing access to information of marginalized groups;
      ii. Highlighting and amplifying marginalized voices;
      iii. Creating spaces for public debate, dialogue and action.

The process of undertaking an information and communication audit is a crucial part of any Communication for Empowerment intervention and section 5.1 is therefore devoted exclusively to it. The second component dealing with selecting possible Communication for Empowerment support areas is addressed in sections 5.2.

5.1 Undertaking an information and communication audit
In most developing countries, an understanding of what information people living in poverty value and have access to, and what opportunity they have to make their perspectives public through the media, is extremely sparse.

Any strategy designed to meet the information and communication needs of people living in poverty must be informed by an understanding of what information and communication opportunities already exist, and what people's needs are. To do this, it is recommended that UNDP Country Offices undertake, commission or otherwise support an information and communication audit which can serve as baseline surveys for designing, monitoring and evaluating future programmatic activities.

Ideally, the results of a mapping of the information and communication environment, especially as it affects poorer groups in society, should be an integral part of the strategic situational analysis documents such as the Common Country Assessments (CCA) or equivalent to the CCA that is used to inform development planning frameworks.

An information and communication audit includes two parts:

1 Mapping the information needs of poor people
  (information audit)
2 Mapping the voice needs of poor people
  (communication audit)

Outlined below is a detailed set of guidelines and suggestions for carrying out such an audit. Not all these suggestions will be equally applicable in all situations. *The overarching principle is to focus on the needs of those most affected by development, and to bridge the gap between their needs and opportunities for access to information and communication.*

5.1.1 Mapping the information needs of poor people (information audit)

A critical first step is to understand what information on an issue of concern is available to people, and whether such information enables people to come to their own understanding of it.

People living in poverty need many types of information. For the purposes of this process, information is not in the form of explicit advice, such as 'vaccinate your child' or 'wear a condom'. Nor is it information designed to promote awareness of a particular organization. Rather, the audit is designed to assess access to information that enables people to come to their own understanding of an issue, and to help form their own analysis of it.

Such information needs to be accessible and understandable, particularly to people who live in poverty or at the margins of society. It needs to be in a language they can understand, and in a form that they can access on their own terms. It needs to relate to their personal situations. It is generally information that raises questions or encourages a response from the recipient rather than simply seeking to educate them or raise awareness of an issue.

Key questions in an 'information audit'

How accessible is the media?
☑ Which media do people have access to?
☑ Which newspapers and other media are available in a community?
☑ Are radio or television signals strong enough to reach rural communities?
☑ How has access changed, how can it be expected to change? This is particularly aimed at discovering accessibility in rural areas.

What is the value placed on the media?
☑ What value or credibility do people in any given community place on the media and for what reasons?
☑ Is it valued for news, for discussion, for music and entertainment?
☑ Does it have a development value in their eyes?
☑ Is there a perception that the media is or could be important to people?
☑ Is the media trusted by vulnerable groups?

What is the content of the media?

☑ Does it provide information on policy or social issues (national or local) in ways that people affected can understand and respond to?

☑ Is there a level of balance and reliability?

☑ Is coverage relevant?

☑ What form does coverage take (news reporting, investigative reporting, talk shows and discussion programmes)?

☑ Do people find it covers the issues that most affect their lives?

☑ Do UNDP or other development practitioners find coverage of those policy issues which are most impacting on people's lives? (e.g. health or education reforms, land reform, water policy, government decentralization, poverty reduction strategies etc.)

How does the media deal with language and literacy issues?

☑ Is there sufficient literacy for people to access print media?

☑ Are the media broadcast in a language which people most affected speak?

Who owns and who controls the media?

☑ Is the media controlled by specific political interests and, if so how much does this dictate or bias coverage, or possibly foster communal tension?

☑ Is there strong government control, and if so does this limit open coverage and discussion?

☑ Is it controlled by religious interests, and if so does this determine coverage or curtail coverage of issues such as contraception, safe sex or maternal health, or alternatively provide opportunities for discussion of poverty related issues?

☑ Is there tight commercial control determining coverage, for example, only that which appeals to those who constitute a market for advertisers?

☑ Does coverage allow people to come to their own understanding, and create their own meaning of issues?

What shapes the priorities of media decision makers?

☑ Why do those responsible for media content make the decisions they do?

☑ What commercial or political pressures are they under?

☑ What room do they have to prioritize poverty-related content?

☑ How can their creative, intellectual and financial resources be mobilized in support of poverty related content?

What is the overall enabling environment for the media?
☑ Are there regulatory measures to diversify ownership?
☑ Is there a liberalized environment?
☑ Is community media encouraged or permitted?
☑ Are there measures to encourage social content of private operators (as conditions of licences), and if so, are these widely accepted or useful?
☑ Is freedom of expression effectively protected and upheld?

What is the position of women in the media?
☑ How are women portrayed by the media?
☑ How are gender related issues covered by the media?
☑ What is the gender balance of men/women journalists?

Who receives the media?
☑ Who owns the radios and determines when they are on and where they are listened to? (e.g. men or women; community elders or universal access)
☑ If there are televisions, where are they placed? (e.g. in people's homes, in a community space, in the homes of a community leader)
☑ Who can afford batteries for radios and is there the capacity to obtain, for example, wind-up/solar powered radios?

What other ways can people access information on issues that affect them?
☑ Are there strong civil society or community development networks which fulfil this function?
☑ Are they trusted, and do they provide a range of arguments to people?
☑ Is there increasing access to the internet or telecommunication through which people can access this information?

Who are the key actors providing support to the media to improve poor people's access to information?
☑ What do they do?
☑ Where is their support directed?
☑ How are CSOs engaging with the media?
☑ Are CSOs involving the media in their outreach and advocacy programmes? If so how?

What are the existing support mechanisms to media, and what support mechanisms have already been identified by the media or other actors to encourage pro-poor coverage?
☑ Is there support for training (journalism) initiatives to improve access to – and make accessible – government information and policies concerning vulnerable groups?
☑ Are donors supporting the media in terms of providing equipment and technology that will extend the media's outreach to marginalized communities?

What is the status of public service and former monopoly broadcasters?
☑ Are there strategies to transform them into independent public service providers, and if not, what are the constraints?
☑ Are they cutting back on language services relied on by vulnerable groups, or transmitter capacity which may provide the only signal to some rural areas?
☑ Are they open to debate and feedback?

Box 4. Communication for Empowerment in Peru: Citizens' Media Watch[18]

Citizens' Media Watch brings together eleven civil society organizations to monitor the quality of mass media in Peru. Founded in 2001 and hosted by the NGO, Calandria, it consists of the National Association of Advertisers (ANDA), UNICEF, communication faculties of several different universities and a web of interested specialists and opinion leaders. There is also a group of volunteers from seven cities: Lima, Arequipa, Cusco, Puno, Iquitos, Trujillo, and Chimbote; and it relies on the participation of citizens all around the country.

The principal objectives of Citizens' Media Watch are to: mobilize civil society institutions to work towards better quality mass media content; make visible citizens' opinions regarding the media; educate and mobilize citizens to achieve the right to voice their opinions; and influence the authorities, entrepreneurs, and media themselves to see their responsibility in communicating with Peruvian audiences. Citizens' Media Watch claims that it is currently the only institution in Peru dedicated exclusively to monitoring media for better quality and to offering mechanisms for citizen participation. Through Media Watch, citizens can express their opinion about media and they can also advocate for respect of their communication rights.

5.1.2 Mapping the voice needs of poor people (communication/voice audit)

Just as important as ascertaining the information needs of people living in poverty is determining what opportunities people have to communicate their own perspectives through the media. A communication or voice audit would be designed to determine to what extent the perspectives, voices, and aspirations of vulnerable groups are reflected in media coverage. Many of the questions set out above will provide insight into these issues. In addition a series of other critical questions can be asked:

Key questions in a 'communication/voice audit'

Is the media structured in a way that provides opportunities for people living in poverty to have their views heard?
☑ Is there a healthy community media movement: are there talk shows, discussion programmes and phone-ins that encourage people to give their perspectives?

Is the media listening and investigating issues of concern:
☑ To what extent do journalists and other media figures explicitly travel to and report from and on poor communities?
☑ How accurate is their reporting and how effective are they at including perspectives?
☑ Are there initiatives from radio or television stations to actively solicit people's views? (e.g. in the form of listening clubs)

Is the media noticed by policy makers?
☑ If the media is providing space for people most affected by development to have their say, is there evidence that politicians and other decision makers are likely to take note of such media coverage?

Is training or support available to journalists to encourage them to reflect and report perspectives of those living in poverty and other marginalized groups?
☑ Are there other incentives in place for doing so, such as awards or fellowships?
☑ Do editors support journalists to travel to rural areas and other communities of vulnerable groups?

Are there opportunities for public dialogue on key issues of concern?
☑ Whether prompted by the media or from other sources?

Are there infrastructure challenges which prevent people from having their voices heard?
☑ Is there access to telephony? (e.g. phone-ins to television or radio, or even to newspapers, depend on access to telephony)

What other opportunities exist for people living in poverty to make their voices heard?
☑ Is there a strong network of civil society or other organizations?
☑ Do they see a value in strengthening the capacity of the media to reflect these concerns and voices?

What are the key groups working to strengthen the media's capacity to meet the communication needs of poor people?
☑ What do they do?
☑ Where is their support directed?

What support mechanisms for media exist that are designed to highlight the voices of vulnerable groups in mainstream public debate?
☑ Is there donor support for community media, or support to journalists who travel to and report from rural or disadvantaged communities (i.e. fellowships, travel support, and awards)?

5.1.3 Methodologies and approaches for undertaking the audits
Some of the information needed to answer the key questions in the information and communication audits might already be compiled and accessible, but because trends are fast moving and because this area is a comparatively neglected one, new research is likely to be needed. Research can take two main forms:

- Ensuring that information and communication questions are included in existing UNDP data gathering and research processes (e.g. participatory assessment tools).
- Specific support to or commissioning of information and communication audits by UNDP.

(19)
Panos - www. panos. org. uk; the World Association of Community Radio Broadcasters (AMARC) - www.amarc.org; Article 19 - www. article19. org; MISA - www. misa. org; the Asian Media Information and Communication Center - www.amic.org.sg; the Media Foundation (India) - www.thehoot.org; the BBC World Service Trust - www.bbc.co.uk/worldservice/us/trust;. Rhodes University - journ.ru.ac.za/ See also the UNDP Oslo Centre global database for information on these and other key players working with access to information and communication issues at undp.botterli.com/default.aspx.

Sources of information can include existing UNDP country analyses such as the CCA and MDG reports as well as reports from partner UN agencies, particularly UNESCO and FAO. Sources of information will also come from research carried out by media support agencies and NGOs. Examples include Panos, AMARC, Article 19, the Media Institute of Southern Africa (MISA), the Asian Media Information and Communication Center, the Media Foundation (India), the BBC World Service Trust, Rhodes University, and many more such organizations,[19] as well as university and NGO research organizations. Such organizations can potentially be commissioned or supported to carry out such audits.

Box 5. Ter Yat: The Ugandan Mega Forum

Ter Yat is a weekly political talk show broadcast on Mega FM, a community based radio station in Gulu, northern Uganda, explicitly set up to contribute to dialogue and better public understanding in order to defuse tensions.   Supported by DFID, but run on a commercial basis, the station broadcasts 24 hours a day, and has a strong emphasis on development programming. Unlike most other radio stations accessible in the region, it broadcasts in Luo, the local language. Audience research suggests that it is listened to by more than half of the million or so people it reaches.

Ter Yat is one of the most popular programmes on the station, broadcast weekly on Saturday mornings. Political leaders and opinion makers discuss issues of regional and national importance. Ministers, members of parliament, religious leaders, politicians and rebels talk in the studio or by phone and give their views on the way forward to peace and development and above all answer questions through phone-ins.

Audit methods will vary but are likely to involve a mix of quantitative and qualitative data including:

- Household surveys and other field work focused on covering people's access to and perspectives on the media;

- Central Statistical Offices and other government information on the profile of the media (e.g. statistical information on the density and diversity of the media);

- Networking and consulting with community based organizations on the information and communication needs of people living in poverty;

- Interviews with senior representatives of a sample of private and community broadcasters, including heads of programmes. Interviews can cover issues of ownership (private, community, religious), location (capital, other city, rural), language (majority/official, minority/local), size (large, small) and constraints and opportunities;

- Content analysis of selected media programmes (identified by the broadcasters as being "pro-poor" or "containing the voices of the poor") against "pro-poor" criteria.
    - What were the sources of the information?
    - Did poor people influence the choice of topic, or the programme format?
    - Did poor people speak on the programme?
    - Did the programme give poor people the opportunity to respond to the information being given?

- Interviews with samples of listeners/viewers/readers on their listening habits and attitudes in relation to specific development indices; and on their attitudes to programmes against specific criteria. Sample groups could be selected, for instance, from three locations: one urban, one rural with community radio, one rural with no community radio;

- Small focus groups of selected audiences in the three locations with a specific emphasis on people living in poverty;

- Radio listening clubs, which can take many forms but which in this instance are supported to provide feedback and assessment of the value of media. Such clubs can be representative of the community as a whole, or from specific groups (e.g. women, or people with HIV);

- Independent media monitoring studies, and possibly involving support to independent media monitoring organizations to collect appropriate data and conduct content analysis (e.g. content analysis by the Media Institute of Southern Africa);[20]

- Mapping of media initiatives specifically designed to foster perspectives of poor people (e.g. listeners' groups);

- Monitoring of legal and policy process, particularly on access to information.

5.1.4 Issues to bear in mind when undertaking audits

☑ Partnerships with other organizations, particularly UNESCO, should be considered.

☑ It is extremely important to minimize duplication of data-gathering efforts. In many places the effort may be on original research. In others it may be a synthesis of existing research and data, or support for greater coherence in existing data gathering and research efforts which are already being undertaken. UNDP's important convening role may be especially important in this context.

☑ Government may be uneasy about UNDP carrying out such audit work directly itself. Support to partner organizations to carry out this work may be a more appropriate strategy in some cases.

☑ It is important that audits do not make assumptions about what people's information and communication needs are. A balance will need to be struck between focusing the research on an MDG priority area (for example people's access to information and capacity to communicate perspectives around HIV/AIDS), and gaining a detailed insight into a fundamental understanding of what people themselves prioritize in terms of information and communication needs.

5.1.5 Issues to bear in mind before selecting intervention areas

An information and communication audit should serve as the baseline for identifying strategies to address information and communication gaps. Before outlining such entry points it is important to note that Communication for Empowerment strategies need to be rooted not only in a strong understanding of the information and communication needs of vulnerable groups, but also in a broader political analysis which takes into account any risks of increasing factionalism or communal tension in society. Media directed strategies that encourage debate and dialogue across such boundaries and within a context of a commitment to reflect fairly a variety of perspectives are clearly particularly important in this context.

There is also a manageable risk associated with more liberalized and open media environments or with investments in Communication for Empowerment strategies. Particular media or communication outlets can be captured by special interests (political, commercial or religious) with a view to sowing mistrust and tension in society. A plural media inevitably can mean a fragmented media which can divide along ethnic, political or other lines.

5.2 Communication for Empowerment support areas

There are three broad areas in which UNDP is well placed to support Communication for Empowerment.

i.   Increasing access to information for marginalized groups;
ii. Highlighting and amplifying marginalized voices;
iii. Creating spaces for public debate, dialogue and action.

5.2.1 Increasing access to information for marginalized groups

This area of support focuses on various mechanisms designed to fill *information gaps*.

Goal	Suggested Entry Points	Examples of Information and Knowledge Resources
1. Supporting the transformation of state broadcasting monopolies into public interest service media.	Working with relevant government departments at national and local levels to develop and implement open media policies, laws and regulations.	Article 19 - www.article19.org BBC World Service Trust - www.bbc.co.uk/worldservice.us.trust UNDP Case Study Paper on Support to Public Service Broadcasting - www.undp.org/oslocentre/docs04/PublicServiceBroadcasting.pdf
2. Supporting the involvement of civil society and media organizations in the provision of accessible, credible, unbiased forms of information people can understand and act on.	Establishing partnerships with relevant media organizations and CSOs which are either working with or have direct links to poor people.	UNDP and Civil Society: A Policy of Engagement - www.undp.org/policy/docs/policynotes/ Partners in Human Development: UNDP and Civil Society www.undp.org/cso/partnershd.html UNDP and Civil Society Organizations: A Toolkit for Strengthening Partnerships www.undp.org/cso/documents/CSO_Toolkit_linked.pdf Panos - www.panos.org.uk
3. Strengthening the impact of UNDP's Access to Information and other democratic governance activities.	Integrating Communication for Empowerment into broader Access to Information activities and other democratic governance work.	UNDP Practice Note on Access to Information - www.undp.org/oslocentre/access_prac.htm UNDP Toolkit on Access to Information - www.undp.org/oslocentre/citzpart.htm UNDP Democratic Governance practice notes www.undp.org/governance/practice-notes.htm
4. Encouraging government to make information more available to the public and journalists.	Working with government partners at national and local levels to: • Initiate a dialogue on the importance of information transparency and openness for achieving the MDGs; • Support right to information legislation and policies; • Support government information officers within ministerial departments; • Support e-governance and other initiatives focused on enhancing citizens' access to information. (e.g. supporting government departments to develop their own websites).	UNDP Practical Guidance Note on Right to Information - www.undp.org/oslocentre/docs04/RighttoInformation.pdf Article 19 – www.article19.org Commonwealth Human Rights Initiative - www.humanrightsinitiative.org UNDP Practical Guidance Note on E-Governance - www.undp.org/governance/guidelines-toolkits.htm#guides_egov Transparency International Access to Information Programme - www.corisweb.org/article/articlestatic/4/1/246/ The Danish Institute for Human Rights - www.humanrights.dk/frontpage

5.2.2 Highlighting and amplifying marginalized voices

This area of support focuses on the need for interventions to ensure that the concerns of those at the margins of political or social power structures are highlighted in media and public debate.

Goal	Suggested Entry Points	Examples of Information and Knowledge Resources
1. Supporting an enabling environment for all types of community and public interest media.	• Working with government partners on developing legislation that promotes community media and protects against unfair competition; • Working with other key development players (i.e. media, CSOs, donors, government) to provide strategic support to foster community media.; • Supporting public interest programming of various media including local news, phone-ins, and hosted chat shows.	World Association of Community Radio Broadcasters (AMARC) - www.amarc.org UNESCO - http://portal.unesco.org/frev.php URL_ID=24669&URL_DO_TOPIC&URL_SECTION=201.html FAO - www.fao.org The Communications Initiative – www.commint.org Panos – www.panos.org.uk Communica – www.communica.org Internews – www.internews.org
2. Providing media training to CBOs to enable them to communicate views in mainstream policy debate.	• Working with media organizations, CSOs, and research institutes to develop relevant training.	World Association of Community Radio Broadcasters (AMARC) - www.amarc.org Media Institute of Southern Africa (MISA) - www.misa.org Communication for Social Change Consortium – www.communicationforsocialchange.org
3. Increasing journalists' awareness of development issues and advocating ways of giving prominence to marginalized voices.	• Using the MDGs and HDRs to inform and update media organizations on key development issues at the national and local levels.; • Organizing roundtables with interested journalists and editors to explore creative initiatives and partnerships to highlight marginalized voices; • People with HIV/AIDS taking centre stage at press conferences; • Gender awareness training for editors and journalists; • Promoting the efforts of women journalists through awards.	Gender and Media Southern Africa – www.gemsa.org.za Panos – www.panos.org Gender Links – www.genderlinks.za The Global Media Monitoring Project - www.globalmediamonitoring.org The Communication Initiative – www.comminit.com UNIFEM – www.uniefm.org
4. Building the capacity of media to (i) make programmes covering a range of governance and development issues (ii) make programmes that address the specific needs of poor and marginalized groups (iii) report on issues that affect the poor.	• Working with media organizations, CSOs, and research institutes to build programming capacity of relevant media organizations; • Monitoring and analysing media coverage, content and discussion, including press, radio and television coverage, and paying particular attention to minority or unofficial language media. Reporting on findings to government decision makers.	BBC World Service Trust –www.bbc.co.uk/worldservice/us/trustMedia Institute of Southern Africa (MISA) – www.misa.org The Global Media Monitoring Project - www.globalmediamonitoring.org UNESCO – www.unesco.org

5.2.3 Creating spaces for public debate, dialogue and action

Many mechanisms are available and already used effectively by UNDP and its partners to foster public dialogue and debate. For the purposes of Communication for Empowerment, such debate must centre on what is important to the community. Deliberate efforts need to be made to place those most affected by an issue at the heart of the debate.

Goal	Suggested Entry Points	Possible Information and Knowledge Resources
1. Supporting linkages between minority languages, community or other community-focused media initiatives to national policy processes and national public debates.	• Establishing partnerships with relevant media organizations and CSOs which are either working with or have direct links to poor people; • Working with media, CSOs and local government.	Communication for Social Change Consortium – www.communication forsocialchange.org UNESCO- portal.unesco.org/fr/ev.php-URL_ID=24669&URL_DO=DO_TOPIC&URL_SECTION=201.html
2. Providing support and encouragement to media programmes that promote discussion, such as radio talk shows, broadcast public debates, and travelling theatres. This could include creating awards.	• Supporting CSOs and media organizations that use pro-poor interactive broadcasting communication (i.e. talk shows, broadcast public debates, and travelling theatres).	World Association of Community Radio Broadcasters - www.amarc.org Interworldradio (Panos) – www.interworldradio.org
3. Increasing poor people's understanding and knowledge of key local government and development issues and participation in public affairs .	• Forging sustained links with civic education initiatives.	Civicus – www.civicus.org UNDP Practical Guidance Note on Civic Education www.undp.org/oslocentre/access_dev.htm UNDP Essentials on Civic Engagement (October 2002) - www.undp.org/eo/documents/essentials/CivicEngagement-Final31October2002.pdf CIVNET - www.civnet.org Television Trust for the Environment – www.tve.org United Nation Volunteers (UNV) - www.unv.org/index.htm Development Research Centre on Citizenship, Participation and Accountability www.drc-citizenship.org/

6. Modalities for UNDP support to Communication for Empowerment

There are three principal modalities for UNDP support to Communication for Empowerment:

1. Establishing Communication for Empowerment projects;
2. Mainstreaming Communication for Empowerment in democratic governance and other practice area programmes;
3. Extra-programme support: putting Communication for Empowerment on the agenda in all development dialogue and discourse.

All modalities require support in terms of resources and each modality presents opportunities and challenges in this respect. In terms of financial resources available to UNDP Country Offices, the Democratic Governance Thematic Trust Fund (DGTTF)[21] offers one such opportunity to fund activities in this area through the Access to Information Service Line.

6.1 Establishing Communication for Empowerment projects
This approach involves individual projects combined with strong and structured linkages with other projects and programmes. The project is focused on one or more of the principal Communication for Empowerment support areas. Choosing this approach can give rise to other advantageous outcomes including:

- Greater potential to develop partnerships and management structures, specifically around Communication for Empowerment;
- Greater clarity of content and strategy which may appeal to some donors that have a specific interest in Communication for Empowerment;
- Potential to create a strong staffing resource to support and advise Communication for Empowerment components in other programmes.

6.2 Mainstreaming Communication for Empowerment in democratic governance and other practice area programmes
This approach requires ensuring that the results of an information and communication audit are integrated into the needs assessments that inform all democratic governance and other UNDP programmes. Including the Communication for Empowerment perspective at the design stage of development programmes allows greater synergies between Communication for Empowerment and other UNDP service line areas and acknowledges its cross-cutting nature. This option is a good alternative for Country Offices that do not have the resources to pursue a dedicated Communication for Empowerment programme.

6.3 Extra-programme support: putting Communication for Empowerment on the agenda in all development dialogue and discourse

This approach draws on UNDP's role as a leading actor and partner in policy level dialogue and reform. It calls for UNDP Country Offices (including programme, communications and other staff) to advocate Communication for Empowerment in dialogue with national counterparts and in global forums. This means keeping the information and communication needs of poor groups at the centre of discussions with development partners, and in important advocacy and policy initiatives such as the development of the MDG reports, as well as the global, regional and national HDRs.

7. Partnerships

By working in partnership with other development actors, UNDP can lever its relatively limited resources to address complex challenges and to enhance the impact of its work on Communication for Empowerment.

Ultimately, its effectiveness in supporting Communication for Empowerment initiatives will depend on the types of partnerships it forms with organizations that uphold the UNDP's values of sustainable human development driven by a human rights based approach, as well as having a shared vision of the potential of the media as a force in development.

UNDP's main partners in Communication for Empowerment are government (national and local) and CSOs including media organizations. Other key partners will be the UN family, including UNESCO but also other UN agencies that work on media related issues such as FAO, UNICEF, UNIFEM and OCHR, as well as multilateral and bilateral organizations.

7.1 Governments
National governments are the principal partner of UNDP. Its relationship with governments is a special one based on respect, mutual accountability and recognition of the important of national ownership of development processes. The organization has a key role in enhancing national and local government's awareness of the importance of Communication for Empowerment in achieving the MDGs. The idea of sustaining a dialogue with CSOs, particularly media organizations which retain the right to criticize government policies, sits uneasily with a number of governments. UNDP has an important role in mediating this dialogue between government and CSOs.

7.2 Civil society organizations
Many CSOs can bring to a partnership valuable and authoritative expertise and experience from working on access to information and communication issues with poor people at local level. However, not all CSOs work necessarily in the interests of the poor. If interventions in the area of communication for empowerment are to reflect the needs of poor people, UNDP needs to identify relevant CSO partners at national and local level which have both a strong understanding of the circumstances of the poor and expertise in helping them to access information and make their voices heard.

7.3 Media organizations

Many UNDP Country Offices already have good working relationships with a number of national and local based media in their countries, especially around the dialogue and debate generated by national MDG reports and National HDRs. As with UNDP's relationships with other CSOs, UNDP will need to identify a broad range of media to work with, especially community based media and media that have an interest in the needs and concerns of vulnerable groups in society. This requires actively ensuring that such organizations are supported in a way that enables them to participate in UNDP media outreach events (e.g. mapping local and community media to understand what media outlets exist, what kind of information and news services they provide, and providing financial support to enable them to interact in UNDP media events).

7.4 Media support organizations

There are a range of international, regional and national organizations that are providing support to media capacity development, e.g. financial support, training programmes and technical advisory services.   The UNDP Oslo Governance Centre maintains an updated database of over 100 such organizations which can be accessed at undp.botterli.com.

7.5 Multilateral and bilateral development agencies

There are a number of multilateral and bilateral development partners that are prioritizing Communication for Empowerment support. The World Bank's Development Communication Division (DevComm) supports the Bank's mission of reducing poverty by providing clients with strategic communication advice and tools they need to develop and implement successful projects and pro-poor reform efforts.[22]   The FAO's Sustainable Development Department has been a pioneer in the use of communication processes and media to help rural people to exchange experiences, find common ground for collaboration and actively participate in and manage agricultural and rural development activities.[23] UNESCO has a long history of providing technical support and expertise in strengthening community based media. Bilateral donors such as the Danish International Development Agency (Danida), Global Finland, the Netherlands Foreign Ministry, the Norwegian Agency for Development Cooperation (Norad), the Swedish International Development Cooperation Agency (SIDA) the Swiss Agency for Development and Cooperation (SDC) and the UK Department for International Development (DFID) include support to the media as part of a pro-poor development strategy.

8. Monitoring and evaluation

The table below lists some example output indicators across the three main Communication for Empowerment support areas. These output indicators are linked to achieving a key outcome for any Communication for Empowerment programme, and that is to increase poor people's participation in the governance and development processes that impact on their lives.

While these indicators point to priority areas for measurement, UNDP Country Offices should also refer to the corporate guidance and work that is ongoing on enhancing results based management, as well as guidance on measuring the impact of communication work produced by other organizations. [24]

Increasing the access to information of marginalized groups	*Highlighting and amplifying marginalized voices*	*Creating spaces for public debate, dialogue and action*
• New legislation or degree to which legislative/policy framework provides a supportive environment for public interest/public service media; • Increased media coverage/ content on development/ MDG issues in mainstream and community media; • Increased diversity of media delivery serving all populations, including broadcasting in minority languages, and adequate transmitter capacity to reach vulnerable groups; • Improved support for, and capacity of, media support organizations in providing accessible, credible information in forms people can understand and engage with.	• New legislation, or improvements in the degree to which the legislative/ policy framework provides a supportive environment for community media; • Increase in the number, sustainability, quality and professionalism, and dynamism of community-owned and community-based media; • Increased and improved profile for grassroots civil society organizations in media debates; • Increased participation and representation of the perspectives of vulnerable groups in media debates, for instance in phone-ins, mainstream media reporting; • Increased investigative reporting on issues of concern to vulnerable groups, and increased ability of vulnerable groups to bring issues of concern onto the media agenda; • Degree to which women's voices and perspectives are reported fairly and prominently.	• Increased evidence of strong development orientation in media reporting, sparking public debate and dialogue; • Increased reference to media coverage from surveys with families/communities; • Increased reference from surveys with civil society organizations that action or debate is sparked by media coverage; • Policy changes linked to media-generated public debate (characterised by strong representation of perspectives of vulnerable groups); • Value placed on the media by vulnerable groups in their ability to access relevant policy issues; • Degree to which government processes (select committees, ministerial consultations etc) reflect and seek to garner results of media-facilitated debate.

An example of innovative monitoring and evaluation techniques in Communication for Empowerment is provided by the UNDP/UNESCO supported community radio stations in Mozambique (see box).

Box 6. Barefoot Assessments: evaluating community radio in Mozambique[25]

An expanding network of community radios is strengthening civil society and supporting community development and social change in Mozambique.   The increase from one community radio station in 1994 to nearly fifty in 2005 means that more than a third of the population now lives within reach of a station.   Regular and sustainable impact assessments are essential if these stations are to be effective.

The UNESCO/UNDP Mozambique Media Development Project www.mediamoz.com set out to determine whether community radio stations promote democracy, active involvement of communities, and allow people to set their own development agendas.   They also sought to ensure that volunteer community radio producers would be able to carry out assessments by themselves beyond the project's end.   The assessment model they adopted was labelled a "barefoot" impact assessment, so called because the methodology was easy to apply and produced understandable results.

The impact assessment focused on three sets of questions:
*   Is the radio station working effectively internally and do the volunteers have contracts, rights, and clearly defined duties?
*   Do the programmes respond to the interests of the public? Are they well researched, using culturally relevant formats such as story telling, songs, proverbs and music? Are they considered good and effective by listeners?
*   Does the radio station create desired development and social change (determined by the original baseline research) within the community?

"Barefoot" impact assessments of eight of Mozambique's community radio stations revealed both positive results and potential problems:

Areas of Dondo, a town in the centre waiting for years for electricity, were successful following an intense one month community radio campaign.

The number of deaths caused by cholera in Dondo during annual flooding in 2004 dropped drastically to zero because during a cholera epidemic the radio broadcast information about the distribution of chlorine and the importance of putting it in the water.

The number of people seeking HIV testing increased significantly after radio programmes created an environment where the subject could be discussed openly. Working on and listening to radio programmes also helped young people build up confidence to negotiate practicing safe sex.

The civic education campaigns resulted in increased participation, heightened debate and community control of election procedures.

In one case most management functions had been filled by people from the Catholic Church and the assessment discovered that the radio was beginning to be referred to within the community as a Catholic radio, which was potentially divisive.

One radio station had a high turnover among volunteers, motivating the radio management to discover why they were all leaving and what could be done.

"Barefoot" impact assessments can ensure that community radio stations are on track with their objectives. They can also provide feedback to the communities in which they are working and demonstrate their credibility to local and international funding partners. They need to be simple enough to be sustainable without external assistance and systematically making sure that impact is assessed at all three levels outlined above.

9. Resources and further reading

UNDP publications
Access to Information Practice Note. UNDP (2003)
www.undp.org/policy/docs/policynotes/a2i-english-final-
4649027220103883.pdf

Practical Guidance Note on Civic Education. UNDP (2004)
www.undp.org/oslocentre/docs04/Civic%20education.pdf

Other relevant publications
Background Paper for Communication for Development Roundtable,
Nicaragua. Panos Institute: sponsored by UNFPA in association with
the Rockefeller Foundation and UNESCO (2001)
www.comminit.com/pdf/cdr_nov22.pdf

Bibliography of Who Measures Change. Communication for Social
Change Consortium. (2005)
www.communicationforsocialchange.org/
index.php?pageid=10&articleid=1

Communications and Development. Burke, Adam. DFID, Social
Development Division (1999)
www.dfid.gov.uk/Pubs/files/c-d.pdf

Communication for Social Change: Working Paper Series. Figueroa,
Maria Elena, D. Lawrence Kincaid, Manju Rani & Gary Lewis.
Rockerfeller Foundation (2002)
www.rockfound.org/Documents/540/socialchange.pdf

*Communication for Social Change: A Position Paper and Conference
Report.* The Rockefeller Foundation. (1999)
www.communicationforsocialchange.org/publications-resources.
php?id=108

Communication That Works. Chetley, Andrew. Health Exchange (2002)
www.ecdpm.org/Web_ECDPM/Web/Content/Navigation.nsf/
index.htm

Conflict Sensitive Approaches: Resource Pack. Roth, Colin (ed). FEWER,
International Alert & Saferworld. (2003)
www.conflictsensitivity.org/

Empowerment, Participation and the Poor. Streeten, Paul. Human
Development Report Office.   Occasional Paper, Background Paper for
the HDR (2002)
hdr.undp. org/docs/publications/background_papers/2002/
Streeten_2002.pdf

Family Tree of Theories, Methodologies and Strategies in Development Communication: convergences and differences. Waiboard, Silvio. The Rockefeller Foundation (2001)
www.communicationforsocialchange.org/publications-resources.php?id=105

Giving Voice to the Voiceless: Good Governance, Human Development & Mass Communications. Norris, Pippa & Dieter Zinnbauer. Human Development Report Office. Occasional Paper, Background Paper for the HDR (2002)
hdr.undp.org/docs/publications/background_papers/2002/Norris-Zinnbauer_2002.pdf

Involving the Community – A guide to Participatory Development Communication. Besette, Guy. International Development Research Centre (2004)
web.idrc.ca/openebooks/066-7/

Laying the Foundation for Sustainable Development: Good Governance and the Poverty Reduction Strategy Papers (PRSPs.) Hudock, Dr Ann., World Learning Foundation (2003)
www.worldlearning.org/wlid/docs/wl_goodgov_povreduce.pdf

Making Knowledge Networks Work for the Poor. Lloyd-Laney, Megan. Intermediate Technology Development Group (2003)
www.itcltd.com/docs/mknwp%20project%20final%20report.pdf

Managing Development Communication in Bank Projects – A Handbook for Project Officers. Inter-American Development Bank Office of External Relations & Academy for Educational Development (2004)
enet.iadb.org/idbdocswebservices/idbdocsInternet/IADBPublicDoc.aspx?docnum=491159

Missing the message: 20 years of learning of HIV/AIDS communication. Panos. (2003)
www.panos.org.uk/PDF/reports/mtm_eng_hi.pdf

Participatory Communication Strategy Design. Mefalopulos, Paolo & Chris Kamlongera. SADC Centre of Communication for Development. FAO (2005)
www.fao.org/documents/show_cdr.asp?url_file=/docrep/008/y5794e/y5794e00.htm

Reducing Poverty: Is the World Bank's strategy working? Panos (2003)
www.panos.org.uk/Docs/reports/ReducingPoverty.doc

Report of the Commission for Africa in 2005. Commission for Africa (2005)
www.commissionforafrica.org/english/report/introduction.html

Report of the Communication for Development Roundtable. FAO (2004)
siteresources. worldbank. org/EXTDEVCOMMENG/Resources/
faoreport2005.pdf#search='Report%20of%20the%20Communication%2
0for%20Development%20Roundtable%2C%202004%2C%20FAO

*Social Accountability an Introduction to The Concept and Emerging
Practice.* Carmen Malena & Reiner Forster, Janmejay Singh. Social
Development Papers: Participation and Civic Engagement.   Paper
No. 76. World Bank Institute (2004)
siteresources.worldbank.org/INTPCENG/214578-1116499844371/
20524122/310420PAPER0So1ity0SDP0Civic0no1076.pdf

*Strengthening the Knowledge and Information Systems of the Urban
Poor*. Schilderman, Theo. Intermediate Technology Development
Group (2002)
www.itdg.org/?id=kis_research

*The Other Information Revolution: Media and empowerment in
developing countries*
Deane, James et al. UNRISD (2003)
www.unrisd.org

*Strategic Communication for Development Projects – A toolkit for task
team leaders*. Cabañero-Verzosa, Cecillia. World Bank (2003)
siteresources.worldbank.org/EXTDEVCOMMENG/Resources/
toolkitwebjan2004.pdf

Strategic Communication in PRSP. Mozammel, Masud & Zatiokal
Barbara. World Bank (2002)
siteresources.worldbank.org/EXTDEVCOMMENG/Resources/
prspstrategiccommchapter.pdf

*Voice, Accountability and Human Development: The Emergence of a
New Agenda*. Goetz, Anne Marie & Rob Jenkins. Human
Development Report Office, Occasional Paper, Background Paper for
the HDR (2002)
hdr.undp.org/docs/publications/background_papers/2002/Goetz-
Jenkins_2002.pdf

With the support of multitudes: Using strategic communication to fight poverty through PRSPs. Department for International Development, UK and World Bank (2005)
www.dfid.gov.uk/pubs/files/strat-comm-prsp.pdf

ANNEX

**Bellagio Statement on the Role of Communication in
Meeting the Millennium Development Goals
November 8 - 11, 2004**

In November, 2004 a group of representatives from bilateral, multilateral and nongovernmental organizations met at the Rockefeller Foundation Bellagio Conference Centre, Italy, to explore how communication strategies could support the Millennium Development Goals. The meeting was organised by the Communication for Social Change Consortium with the support of the Department for International Development (DFID), UK. This statement (edited from its original) was developed and adopted at the meeting along with a set of Action Points.

In 2000, the world committed to the Millennium Declaration, and to meeting eight Millennium Development Goals by 2015. In 2004, prospects for achieving these goals are already in doubt.

To a large degree, success in achieving them rests on participation and ownership. Communication is fundamental to helping people change the societies in which they live, particularly communication strategies which both inform and amplify the voices of those with most at stake and which address the structural impediments to achieving these goals. However, such strategies remain a low priority on development agendas, undermining achievement of the MDGs. For example:

- The principal strategy for meeting the primary MDG of halving poverty by 2015 is the implementation of poverty reduction strategies. Despite an emphasis in the PRSP process on participation, poor public understanding, limited public debate and low levels of country ownership threaten successful implementation of this strategy. Similar problems threaten sector wide approaches and budget support programmes.

- The goal of containing HIV/AIDS by 2015 and allied efforts to increase access to anti-retroviral drugs will not be reached unless greater priority is given to communication. Successful HIV/AIDS strategies depend on communication to help people construct a social environment in which behaviour change becomes possible. Through dialogue and discussion, they can convert stigma to support. Where less than 10% of people know their HIV status, communication is needed to ensure that ARVs reach and benefit those who need them. Strategies which place the voices of those affected by HIV/AIDS at the core are essential to affect community based demand for prevention and treatment.

- The goal of reducing child mortality is challenged by increasing, rather than decreasing child mortality rates. The global effort to eliminate polio, for example, has been undermined by anti-immunization campaigns. Communication strategies that engage dialogue on these issues are critical to successful responses to this challenge.

- High priority on the Development Cooperation agenda is given to enhancing democracy, enlarging participation and strengthening of human rights for poor people. To reach this goal the importance of two-way development communication, where poor populations are given opportunities to share voice their needs cannot be overestimated.

- The goal of halving extreme poverty and hunger by 2015 will not be met unless rural poverty is addressed. Knowledge, communication and participation are essential to this process.

Several development agencies are reconsidering and reprioritising communication strategies in response to these and many similar challenges. A Communication for Development Congress, initiated by the World Bank, is planned in 2005. At the same time, communication strategies in many development agencies are fragile, fragmented, and unstrategic.

New strategic thinking around meeting the MDGs is now taking place, and communication should be central to this thinking.

In this context, effective communication can no longer be seen as information dissemination alone. If communication practitioners create and nurture forums for public discussion, they can build support for the MDGs and produce social energy to achieve them. It cannot be overstated that communication is a two-way process, rooted in principles of ownership, participation and voice. These principles were reaffirmed at the United Nations' Roundtable on Communication for Development held in Rome, Italy in 2004.

The changing and complex information and communication environment reinforces this emphasis and creates new communication opportunities, especially if information and communication technologies are used to support people-centred development. Attempts to achieve the MDGs should be based on core principles of development thinking, such as equity, gender sensitivity, inclusion, and cultural sensitivity. Such principles must be reflected in funding and practice of the communication strategies used by development agencies to meet the MDGs.