

Strategic Communication for Sustainable Development

A conceptual overview

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Impressum

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Deutsche Gesellschaft für Technische
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Postbox 5180
D-65726 Eschborn, Germany
Internet www.gtz.de

Environment and Infrastructure Division

GTZ Rioplus
Environmental Policy and Promotion of
Strategies for Sustainable Development
Tulpenfeld 2
D-53113 Bonn, Germany
Phone +49 - 228 - 98 53 30
Fax +49 - 228 - 98 57 018
eMail rioplus@gtz.de
Internet www.gtz.de/rioplus

Concept and Text

Manfred Oepen

Responsible and Editing

Susanne Willner

Layout

Thomas Krüger
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Contact

Manfred Oepen

ACT - Appropriate Communication in Development
Jl. Buncit Persada 1, Jakarta 12740, Indonesia
Phone +62 - 21 - 79 72 204
+62 - 21 - 39 84 29 67
Mobile +62 - 813 - 28 60 44 49
eMail m.oepen@act3.de
m.oepen@indowater.org

Susanne Willner

GTZ Rioplus - Environmental Policy and Promotion
of Strategies for Sustainable Development
Tulpenfeld 2, 53113 Bonn, Germany
Phone +49 - 228 - 98 53 320
Fax +49 - 228 - 98 57 018
eMail susanne.willner@gtz.de
susanne.willner@web.de

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Foreword

Since the Rio Conference in 1992, GTZ has been working on communication issues in relation with sustainable development. GTZ was among the pioneers in environmental education and communication in the mid 1990s, and built strategic partnerships with IUCN's Commission for Education and Communication (CEC), OECD's Development Assistance Committee (DAC) and others. Today, environmental communication has become an established field in itself and as such can more easily relate to the decades of experiences, lessons learned and well-established methods and tools of communication strategies in other fields: agricultural extension, health and sanitation, poverty alleviation, or social marketing for condoms in AIDS campaign. What they all have in common is a set of generic principles and steps established in development communication. This trend was enforced by the focus on 'sustainable development' with its social, economic and ecological dimension, putting 'the environment' in a context as well.

Strategy processes for sustainable development are a complex task that put people right at the center of attention. Their analyses, dialogue, images, competences, planning, investments and actions are to define a society's joint economic, social and ecological goals. Many countries use conceptual umbrellas such as Poverty Reduction Strategies (PRS) or National Strategies for Sustainable Development (NSSD).

Strategic Communication in this context is supposed to be a pre-requisite and an instrument of effective policy making and public participation: from formulating a vision, negotiating and decision making, developing and implementing plans to monitoring impacts. Communication serves information exchange, establishing consensus among divergent opinions and interests, and facilitates the building of know-how, decision making and action capacities at the heart of the delicate cooperation between government, civil society groups and the private sector. Consequently, OECD and UNDP regard communication and awareness raising as one of nine core mechanisms to support strategy

processes for sustainable development. In a sense, two-way communication is the 'lifeblood' of any strategy (see OECD 2001). Without it, a strategy will not succeed because cooperation and collaboration among key stakeholders depend on it.

However, despite its acknowledged impact, communication is rarely integrated in development cooperation programs as a strategic tool. For this reason an Interest Group on Strategic Communication for Sustainable Development was established. The group, with GTZ Rioplus in the lead, comprises members of GTZ, other German development cooperation agencies, and IUCN-CEC. This paper presents the final results of the Interest Group's work and will be presented at the World Congress on Communication for Sustainable Development (WCCD), organized by the World Bank and FAO in 2006. This process and this paper were possible thanks to the support and the funding from the Federal Ministry for Economic Cooperation and Development, Division Environment and Sustainable Use of Natural Resources.

The manual is envisioned as a tool for policy-makers and planners to obtain an overview of the issues involved. GTZ Rioplus and the Interest Group hope that this tool will quickly and convincingly show how strategic communication can become an integrated component of policies, strategies and projects, and thereby help ensure that adequate human and financial resources are allocated to this end.

Strategic communication, in the context of this paper, is understood as a dynamic process, integrated in a large-scale initiative that comprises multi-disciplinary and social marketing, non-formal education and public participation, thrives on acting people, aims at the innovative and sustainable change of practices, behaviors and lifestyles, guides communication processes and media interventions within and among social groups, and is a pre-requisite and a tool for change at the same time.

Sustainable development is seen as a process of change guided by a number of values or principles. Caring for the Earth, a strategic plan for a sustainable future prepared by IUCN, UNEP and WWF defines it as: “a kind of development that provides real improvements in the quality of human life and at the same time conserves the vitality and diversity of the Earth. Living sustainably depends on a duty to seek harmony with other people and with nature. The guiding rules are that people must share with each other and care for the Earth. Humanity must take no more from nature than nature can replenish. This in turn means adopting lifestyles and development paths that respect and work within nature’s limits. It can be done without rejecting the many benefits that modern technology has brought, provided that technology also works within those limits (*IUCN, UNEP and WWF 1991*).

For more information on definitions of the terms introduced in this paper, see particularly Part 1 about the five branches of strategic communication and the definitions page on 12.



Arno Tomowski
Director Environment and Infrastructure



Orientation

1

Development Strategy processes for sustainable development are a complex task that put people right at the center of attention. Their analyses, dialogue, images, competences, planning, investments and actions are to define a society's joint economic, social and ecological goals. Many countries use conceptual umbrellas such as Poverty Reduction Strategies (PRS) or National Strategies for Sustainable Development (NSSD).

Communication Strategic Communication in this context is supposed to be a pre-requisite and an instrument of effective policy making and public participation: from formulating a vision, negotiating and decision making, developing and implementing plans to monitoring impacts. Communication serves information exchange, establishing consensus among divergent opinions and interests, and facilitates the building of know-how, decision making and action capacities at the heart of the delicate cooperation between government, civil society groups and the private sector. Consequently, OECD and UNDP regard communication and awareness raising as one of nine core mechanisms to support strategy processes for sustainable development. In a sense, two-way communication is the 'lifeblood' of any strategy. Without it, a strategy will not succeed because cooperation and collaboration among key stakeholders depend on it.

Communication problems "Friends of the Environment Go Shopping by Car", this is how newspapers commented on environmental awareness in Germany in 2004: though 70% of all Germans approved of reducing individual car use, 45% took their cars to the street even on short distances. Politicians quickly stated they want to change this behavior by means of education and communication that „makes people experience how their individual behavior affects the environment “. Such statements are guided by a belief in a shortcut between 'Said' and 'Done'. But, as the proverb shows, there are no shortcuts: high knowledge and positive attitudes are not enough. What counts is changes in the actual practice of the people concerned.

Moreover, the concept of sustainable development (SD) neither provides a clear vision where to go and how to get there, nor does it address the unequal power and interests behind its economic, social and ecological dimensions. While SD is defined long-term, the political and economic systems functions on the basis of short-term impulses. Journalists and public relations experts such as the WWF-UK campaigns director have labeled the term SD a communication problem in itself: „Sustainable development means absolutely nothing to most people and never will“. But – people do relate to SD once the term is translated to ‚my life‘, ‚my work‘, ‚my investments‘, ‚my health‘ or ‚my future‘. „The words are boring. The subject isn't“, concludes leading British journalist Geoffrey Lean. The question, therefore, is how this turn-off term called Strategy Processes for Sustainable Development could be marketed effectively.

The media play a role in this dilemma. Analysis of media treatment of one of the most important Millennium Development Goals (MDG), the Poverty Reduction Strategy Papers (PRSPs), has shown a very low or poor level of coverage. This concerns the extent to which they have been reported in the media, or the extent to which media has provided a forum for public debate. In general, analysis has suggested

- a very low level of awareness of PRSP processes within the media,
- lack of technical skills within journalism to report on economic development and sectoral specific issues such as health, education or agriculture,
- poor relationship between government and journalists hindering investigative and strong coverage of PRSP related issues,
- lack of interaction between NGOs and media which could lead to greater understanding and engagement by media,
- media outlets increasingly demanding payment for coverage of development related issues,

Said – Done!

Said is not yet heard
Heard is not yet understood
Understood is not yet approved
And approved is not yet done

- strategies to engage media have often not adjusted to new media environments

PRSP are failing because of a lack of ownership. The media is vital to the kind of public debate that can foster ownership but they are not playing that role. This is how the media matter to meeting just one MDG. Very similar arguments can be made with many of the other MDGs – on HIV/AIDS, on food security, on education etc. (see Deane 2005).

GTZ Rioplus working process GTZ, in the 1990s, headed an OECD-DAC working group that applied Environmental Communication to international development assistance. Institutions such as IUCN, the World Bank and FAO actively participated in this group. Finally, several products resulted from this work on the topic at hand – a reader, an orientation guideline and training curricula for the middle management of environmental projects. The focus of these products is on the development of a 10-step communication strategy that follows a cycle of analysis, planning, production and reflection:

- 1 Situation- and problem analysis
- 2 Audience and Knowledge, Attitude and Practice (KAP) - Analysis
- 3 Communication objectives
- 4 Communication strategy formulation
- 5 Involvement of strategic groups
- 6 Media selection and mix
- 7 Message design
- 8 Media pre-testing and production
- 9 Media use
- 10 Process documentation and impact assessment

“Environmental communication is the missing link between the subject matter of environmental issues and the related socio-political processes of policy making and public participation... It bridges ‘hard’ technical know-how and ‘soft’ action-oriented behavior change. In a policy or project life cycle, communication plays a crucial role at all stages... Concepts, technologies and skills related to the environment need to be communicated to policy makers, opinion leaders, strategic groups or the

public at large. Breaking down complex information into understandable elements and putting those on the agenda is a prerequisite for consensus building and change in any civil society (see GTZ 2000).

The mentioned orientation guideline, in 2000, was recommended to all OECD member states, and the World Bank’s Operational Communications for Sustainable Development Unit took over its concept that environmental communication “is the planned and strategic use of communication processes and media products to support effective policy making, public participation and project implementation geared towards environmental sus-



tainability” (GTZ and OECD 2000). GTZ, IUCN, WWF and others successfully implemented the concept and the curricula in Indonesia, Vietnam, China, Syria, Peru, Mauritania, Mongolia and other countries. Numerous case studies are available, for example with GTZ and IUCN. At GTZ, an informal Environmental Communication group serves as an interface for related experiences and information among experts nationally and internationally.

Strategic Communication for Sustainable Development definitely builds on best practices and lessons learned from Environmental Communication. But current challenges go beyond existing approaches, particularly in the following fields:

- **Intervention Level – from project to process.** So far, the focus was on sectorally and regionally limited projects with clearly defined goals and expected

results. Today, development assistance often tackles complex national change processes. This requires interventions at local, national or regional levels.

- **Themes – from concrete to complex.** SD not only concerns ecological but also social and economic topics. Also, SD as a term is difficult to communicate, as it remains abstract in comparison to concrete environmental goals. Yet, communication has to make people understand SD. If not, people may change their attitudes but they will not take action.
- **Actors – from project partners to strategic alliances.** Strategy processes will not function on just a few selected project partners. Instead, they often rely on volatile strategic alliances in a variety of net works in politics, the private sector, civil society, academia etc.

Moreover, development assistance is supposed to achieve ever-higher impacts with ever-lower budgets. With this trend, impact assessment will play an ever-growing role.

In light of those challenges, new solutions have to be explored. On the one hand, there is a trend to perceive communication in more generic terms in order to cover a wide variety of potential applications on the basis of certain fundamental principles. On the other hand, there is a trend to regard communication as specific to a certain case or problem as possible by using well-established methods and a step-by-step procedure.



Definitions

The principles, methods and tools of Strategic Communication for Sustainable Development are derived from a mix of different fields and approaches. It is useful to clarify some of the major properties of the terms used throughout this paper (*see e.g. Oepen et al., 1994*).

Communication

Dialogue, enabling people to understand the key factors of their physical, social, economic and political environment and their interdependence so that rising problems can be solved competently. Since Aristotle scholars fought over ‘vertical’ (dominant) and ‘horizontal’ (democratic) models. Communication by definition incorporates feedback. Information does not. Hence, communication is the transmission belt between information dissemination and action planning.

Formal education

Factual knowledge on physical, chemical and biological inter-relationships of complex natural systems, and their reactions to human interventions at a local, regional and global scale are taught in class, i.e. at schools, universities etc. Seen as long-term investment in future generations.

Development communication (DevCom)

DevCom as a field was set up in the early 1960s and first applied to ‘nation building’, rural development, agricultural extension, health and sanitation, as well as family planning. It is the planned use of communication processes and media products to support effective policymaking, public participation and project implementation geared towards social, economic, political and ecological development. It is a two-way social interaction process enabling the people concerned to understand key factors and their interdependencies and to respond to problems in a competent way. DevCom aims not so much at information dissemination as at a shared vision of a sustainable future and at capacity building in social groups to solve or prevent rising problems.

Non-formal education (NFE)

Knowledge, values, social and communication as well as entrepreneurial and technical skills are shared in a process- and action-oriented way as to foster sustainable development (SD). NFE became en vogue in the 1970s referring to the out-of-school type of learning common to NGOs as different from formal education. As with DevCom, NFE in the context of SD, it can be applied to any field relevant to SD, be it social, economic or ecological in nature. NFE is often associated with adult education, and with liberal, self-determined and interactive modes of learning.

Awareness raising

Sensual experiences bound to spiritual-intuitive learning processes can trigger emotional involvement. The understanding of awareness raising is strongly overlapping with non-formal education and communication. Term is often used when it is not clear what the problems, the solutions and the messages are.

Vocational training

Further professional qualification and capacity building for planning, implementing and monitoring sustainable production and service provision processes in all sectors.

Environmental communication (EnvCom)

EnvCom, came up in the mid 1990s as a result of the Rio Conference. It is a management tool in policymaking and project management. It is the missing link between the subject matter of environmental issues and the related socio-political processes. As such, it bridges 'hard' technical know-how and 'soft' action-oriented practice change. Embedded in a well-defined communication strategy, EnvCom makes efficient use of methods, instruments and techniques which are well established in development communication, adult education, social marketing, agricultural extension, public relations, non-formal training and other fields.

Environmental education (EE)

EE is a process of developing a world population that is aware of and concerned about the total environment and its associated problems, and which has the knowledge, skills, attitudes, motivations and commitment to work individually and collectively toward solutions of current problems and the prevention of new ones. Social groups learn from each other as they consider options and the consequences of these options to the future. Critical to education for sustainable development is learning to access and influence systems for public participation for decision-making.

Social marketing

Social marketing, often an element of DevCom, builds on diffusion of innovation and behavior change models. Agricultural extension first discovered in the 1960s that social change always went through distinct phases: awareness – interest – evaluation – trial – adoption or rejection. Social marketing focuses on marketing techniques such as market segmentation and formative research to maximize the effectiveness of interventions.

Conflict management (CM)

CM is designed as an alternative policy instrument, offering ways to build consensus and convergence in situations of open conflict and conflictive decision-making processes. The use of CM is frequently required for specific aspects of StratCom, especially processes of social communication – promoting dialogue, reflection, participatory situation analysis, consensus-building, decision-making and action planning for change and development among people and institutions on different levels.

Civil society mobilization

Participation by local residents and stakeholders changes policy. It also makes policy more likely to be effective. Communication and education techniques can enhance the effectiveness of people or groups seeking to participate. People's participation not only improves the program and adds credibility, but also strengthens their skills to do similar work in the future. A general increase in 'bargaining power' via communicative, social and political competence is needed. A lot of intermediary institutions like NGOs shifted from 'information diffusion' *to and for* people to 'information seeking' *by and with* people.

Against the background of the preliminary remarks it does not astonish that OECD and UNDP regard communication and awareness raising as one of nine core mechanisms to support strategy processes for sustainable development. Related core mechanisms that cannot be but analytically separated from communication are participation, negotiation and conflict management.

What are strategies for sustainable development?

Strategies for sustainable development are a “co-ordinated set of participatory and continuously improving processes of analysis, debate, capacity-strengthening, planning and investment, which integrates the economic, social and environmental objectives of society, seeking trade offs where this is not possible” (*OECD 2002*). To substantiate the definition, this guidance also offers a set of principles. These encompass a set of desirable processes and outcomes which taken together are likely to help ensure success of strategies for sustain-



able development. The principles emphasize local ownership of the strategy process, effective participation from all levels, and high-level commitment. They point to the importance of convergence and coherence between different planning frameworks, integrated analysis, and capacity development.

An effective strategy for sustainable development brings together the aspirations and capacities of government, civil society and the private sector to create a vision for the future, and to work tactically and progressively towards it. It identifies and builds on ‘what works’, improves integration between approaches, and provides a framework for making choices where integration is not possible. Focusing on what is realistically achievable, an effective strategy will benefit from comprehensive understanding, but will not be paralyzed by planning overly comprehensive actions on many fronts at once. As a process of practical institutional change aimed primarily at mainstreaming sustainability concerns, the strategy is likely to be focused on only a few priority objectives.

A strategy for sustainable development will rarely imply initiating a completely new or stand-alone strategic planning project. Rather, a number of initiatives, taken together, could meet the definition and the principles. Bringing existing initiatives closer to an effective strategy for sustainable development might involve complementing them with a broad ‘umbrella’: a vision and set of co-coordinated mechanisms and processes to improve their complementarity, smooth out inconsistencies, and fill gaps when needed.

In practice, many countries have taken the approach of building on whichever strategy models have been found useful. These include development plans, poverty reduction strategies or action plans, national green plans, decentralized planning and consultation processes – or the national exercises that have proliferated over the last two decades connected to international agreements. In some countries, alternative approaches have been developed by civil society organizations. In recognition of this broad range of starting points, this guidance emphasizes that the label does not matter – what is important is the consistent application of the underlying principles referred to above. Depending on circumstances, a sustainable development strategy may be viewed as a system comprising the following components:

- Regular multi-stakeholder fora and means for negotiation at national and decentralized levels, with links between them
- A shared vision and set of broad strategic objectives
- A set of mechanisms to pursue those objectives in ways that can adapt to change (e.g. an information system, communication capabilities and co-coordinated means for policy integration, budgeting, monitoring, and accountability)
- Principles and standards to be adopted by sectors and stakeholders through legislation, voluntary action, market-based instruments, etc.
- Pilot activities to generate learning and ownership
- A secretariat or other facility with authority for co-coordinating the mentioned mechanisms.
- A mandate for all the above from a high-level, central authority such as the prime minister's office and, to the extent possible, from citizens' and business organizations.

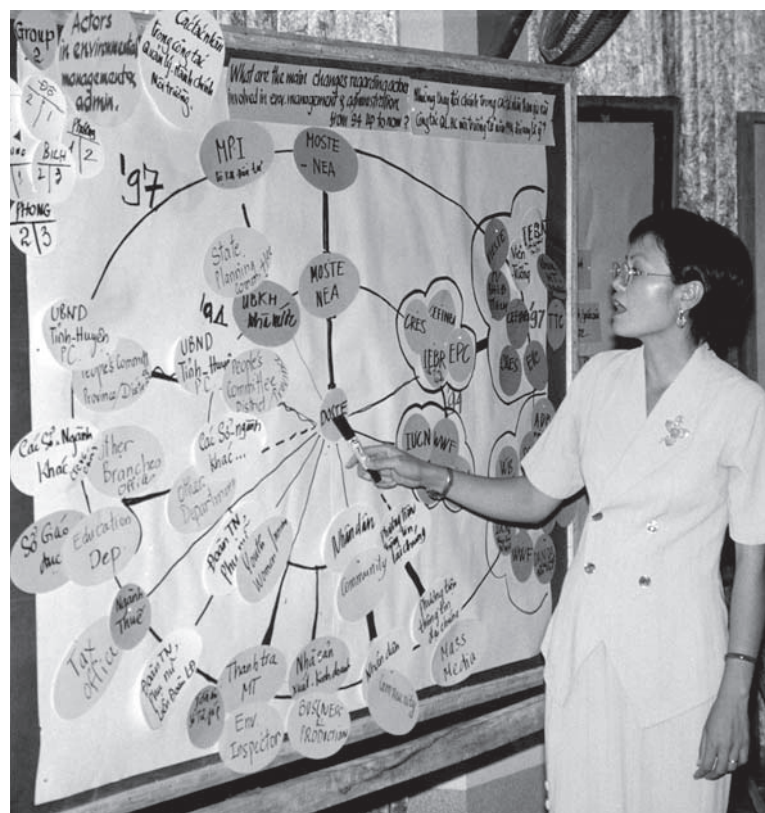
Key principles for strategies for sustainable development

These are principles towards which strategies should aspire. They are all important and no order of priority is implied. They do not represent a checklist of criteria to be met but encompass a set of desirable processes and outcomes that also allow for local differences.

People-centered. An effective strategy requires a people-centered approach, ensuring long-term beneficial impacts on disadvantaged and marginalized groups, such as the poor.

Consensus on long-term vision. Strategic planning frameworks are more likely to be successful when they have a long-term vision with a clear timeframe upon which stakeholders agree. At the same time, they need to include ways of dealing with short- and medium-term necessities and change. The vision needs to have the commitment of all political parties so that an incoming government will not view a particular strategy as representing only the views or policies of its predecessor.

Comprehensive and integrated. Strategies should seek to integrate, where possible, economic, social and environmental objectives. But where integration cannot be achieved, trade offs need to be negotiated. The entitlements and possible needs of future generations must be factored into this process.



Targeted with clear budgetary priorities. The strategy needs to be fully integrated into the budget process to ensure that plans have the financial resources to achieve their objectives, and do not only represent wish lists. Conversely, the formulation of budgets must be informed by a clear identification of priorities. Capacity constraints and time limitations will have an impact on the extent to which the intended outcomes are achieved. Targets need to be challenging - but realistic in relation to these constraints.

Based on comprehensive and reliable analysis. Priorities need to be based on a comprehensive analysis of the present situation and of forecasted trends

and risks, examining links between local, national and global challenges. The external pressures on a country – those resulting from globalization, for example, or the impacts of climate change – need to be included in this analysis. Such analysis depends on credible and reliable information on changing environmental, social and economic conditions, pressures and responses, and their correlations with strategy objectives and indicators. Local capacities for analysis and existing information should be fully used, and different perceptions amongst stakeholders should be reflected.

Incorporate monitoring, learning and improvement.

Monitoring and evaluation needs to be based on clear indicators and built into strategies to steer processes, track progress, distil and capture lessons, and signal when a change of direction is necessary.

Country-led and nationally owned.

Past strategies have often resulted from external pressure and development agency requirements. It is essential that countries take the lead and initiative in developing their own strategies if they are to be enduring.

High-level government commitment and influential lead institutions.

Such commitment – on a long-term basis – is essential if policy and institutional changes are to occur, financial resources are to be committed and for there to be clear responsibility for implementation.

Building on existing processes and strategies.

A strategy for sustainable development should not be thought of as a new planning process but instead build on what already exists in the country, thus enabling convergence, complementarity and coherence between different planning frameworks and policies. This requires good management to ensure co-ordination of mechanisms and processes, and to identify and resolve potential conflicts. The latter may require an independent and neutral third party to act as a facilitator. The roles, responsibilities and relationships between the different key participants in strategy processes must be clarified early on.

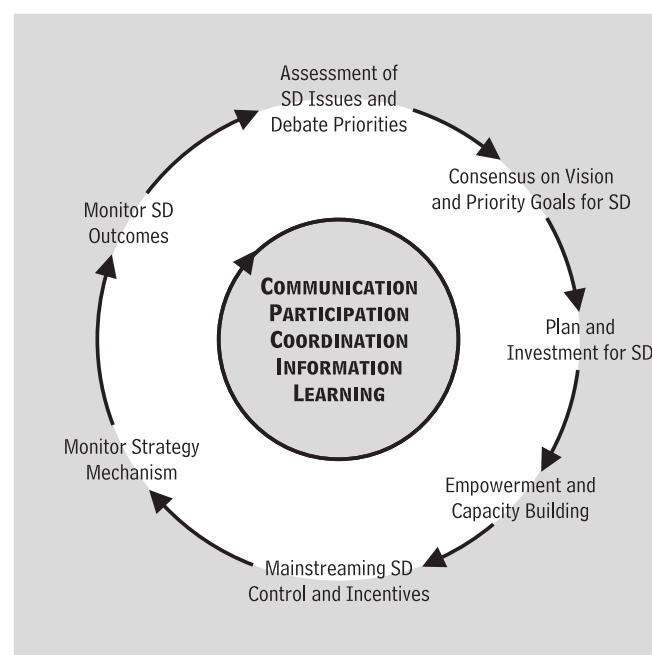
Effective participation. Broad participation helps to open up debate to new ideas and sources of information; expose issues that need to be addressed; enable problems, needs and preferences to be expressed; identify the capabilities required to address them; and develop a consensus on the need for action that leads to better implementation. Central government must be involved (providing leadership, shaping incentive structures and allocating financial resources) but multi-stakeholder processes are also required involving decentralized authorities, the private sector and civil society, as well as marginalized groups. This requires good communication and information mechanisms with a premium on transparency and accountability.

Link national and local levels.

Strategies should be two-way iterative processes within and between national and decentralized levels. The main strategic principles and directions should be set at the central level (here, economic, fiscal and trade policy, legislative changes, international affairs and external relations, etc., are key responsibilities). But detailed planning, implementation and monitoring would be undertaken at a decentralized level, with appropriate transfer of resources and authority.

Develop and build on existing capacity.

At the outset of a strategy process, it is important to assess the political, institutional, human, scientific and



financial capacity of potential state, market and civil society participants. Where needed, provision should be made to develop the necessary capacity as part of the strategy process. A strategy should optimize local skills and capacity both within and outside government.

This is why OECD and UNDP regard effective communication the principal vehicle for the above tasks. It is no wonder that it has been called the 'lifeblood' of a strategy. Indeed, without clear two-way communication, engaging all key stakeholders, a strategy will not succeed because cooperation and collaboration – which depend on it – are compromised. A continuous improvement approach is broadly cyclical as illustrated in the figure on page 16 (see OECD 2002).

The strategy, through an iterative process, thus operates as a knowledge system that coordinates the collection of information, analysis, monitoring and communication. The figure is not intended to describe strict phases in a strategy 'cycle', with an obligatory starting point and sequence. A key task is to take stock of which of the strategic mechanisms shown in the first figure already exist, especially those that have effective stakeholder engagement processes and collaborative structures. Bringing together 'what works' can be cost-effective and credible, ensuring 'buy-in': This would enable a strategy system or framework to be constructed, using the best of what currently exists to improve synergies, remove inconsistencies, avoid conflicts and fill gaps.



Point of Departure

3

Communicating sustainable development proved to be difficult. The early days of environmental communication and education, after the Rio Summit in 1992, were a trail of over ambitious expectations, misconceptions and ineffectiveness. Neither conservationists nor resource managers or sustainable development planners were well versed in matters non-technical but social, cultural or political in nature. Often, reactive ‘fire-brigade’ operations once problems emerged were the rule – not pro-active process orientation up-front. Conflicts of interest were fought by ‘stakeholders’, not negotiated by ‘shareholders’, leading to one-way information dissemination disregarding understanding, instead of relying on two-way communication towards ‘shared meaning’ and ‘win-win’ situations. Many decision makers did not know how to incorporate a communication strategy in their policy or project life cycles



and, hence, are not willing to invest in this. The net result was that a lack of strategic communication led to an enormous loss in efficiency, sustainability and financial resources. The assessments below provide an overview of common myths.

Myths and realities about communication

Communication	The reality of communication, however, looks different
often tends to be considered	
...not readily available	“Nobody owns communication“ is a comment often heard, as communication is usually not restricted to one administrative or operational level. But many organizations either maintain small communication units or establish regular contacts with related experts in extension agencies, NGO, academia or the private sector.
...methodologically not compatible with technical issues	‘Hard’, technical fields mistrust communication as it deals with ‘unpredictable’ human behavior. But communication is a professional field well rooted in and drawing from experiences in development and environmental communication, non-formal and environmental education, agricultural extension, family planning, community development, health and other fields. Its methods, instruments and techniques have been both, theoretically founded and field-tested in practice.
...hard to evaluate	FAO’s Strategic Extension Campaigns provide excellent examples of how gains in knowledge, attitudes and practices of Environmental Education, Training and Communication - EETC beneficiaries and related cost-benefit ratios are evaluated (see GTZ 2000).
...not output-oriented enough	Ultimately, communication aims at structural changes achieved through co-operative efforts of individuals or groups, usually in a geographically defined community. Gains and changes in knowledge, attitudes and practices are part of this process. Related targets are therefore defined from the very outset of a project within the context of a vision and concept of sustainable development.

These mistakes and myths have not yet been fully overcome. The conventional, ill-defined communication approaches in sustainable development are alive and well, but are gradually being replaced by more effective strategic communication approaches. Strategic communication implies that a manager can see an issue in a wider context than just, for example, nature conservation. This often necessitates a paradigm shift in one's perception and analysis, for example, shifting from enforcement of conservation regulations to a more people-oriented perspective such as relations' management. In other cases, the paradigm shift can be an innovation such as crisis management, customer orientation etc. Should conservation managers lack the necessary

knowledge and skills for strategic communication, external consultants can play a role in enhancing capacities through advice, training and coaching. Their support often is necessary for success and long-term sustainability. Also, it is useful to engage with stakeholders and their opinion leaders who may act as change agents by communicating with their constituency. Change agents are people with a vast network within a social group. They often already engage in the type of sustainable practice that a communication intervention would like to trigger at a larger scale. Others value the change agents' opinions so that the latter act as knowledge and power brokers (see Hesselink 2004).

2000年第三季度大众媒体操作计划		Operational Plan for 11/2000 MASS MEDIA CAMPAIGN 2000-2004						
Media Production	Media	第一周 Week 1	第二周 Week 2	第三周 Week 3	第四周 Week 4	第一周 Week 1	第二周 Week 2	第三周 Week 3
环保专题片 Environmental Feature	辽宁电视台 LNTV		环境问题+ 项目任务	环境意识的内 环境意识项目	新的环保标识 -绿色标签	大气质量问题 -大气项目	水管理问题 -水项目	城市环境 +城市环境
绿色家园 节目 Green Home Program Celebration	辽宁电视台 LNTV	LIEP家的天 LIEP新闻	EETPC影片	EETPC影片	EETPC影片	EETPC影片	EETPC影片	EETPC片
电视环保广告 Environmental TV Advertisement	辽宁电视台 LNTV	LIEP项目和标识 禁止含磷洗涤剂	项目和标识 禁磷	项目和标识 禁磷	项目和标识 禁磷	项目和标识 禁磷	项目和标识 禁磷	项目和标识 禁磷
国际环保短片 International Environmental Feature 2min	辽宁电视台 LNTV	EETPC影片	EETPC影片	EETPC影片	EETPC影片	EETPC影片	EETPC影片	EETPC
辽宁环保新闻 Environmental News Made in LNTV	辽宁电视台 LNTV	采访周宁格+ 孔昌俊	环保标识 绿色标签	环境问题+ 项目任务	环境意识的内 环境意识项目	大气质量问题 -大气项目	水管理问题 -水项目	城市环境 +城市环境
电台环保广告 Environmental Radio Adverts	辽宁电台 LPBS	LIEP项目和标识 禁止含磷洗涤剂	项目和标识 禁磷	项目和标识 禁磷	项目和标识 禁磷	项目和标识 禁磷	项目和标识 禁磷	项目和 禁磷
专家采访 Expert Interviews	辽宁广播电台 LPBS		项目任务		新的环保标识 绿色标签		各项目	
环保广告 Environmental Adverts	辽宁日报 LN Daily	新的环境 保护标识	绿色标签- 奖励环保产品	绿色标签- 奖励环保产品	绿色标签- 奖励环保产品	绿色标签- 奖励环保产品	绿色标签- 奖励环保产品	禁磷
环保专栏 Environmental Column	辽宁日报 LN Daily	新的环境 保护标识	绿色标签 奖励环保产品	环境问题+ 项目任务	环境意识的内 环境意识项目	大气质量问题 -大气项目	水管理问题 -水项目	城市环境 +城市环境

Communication approaches in sustainable development

Conventional communication approach

- Managers focus on media and messages, and come up with exciting ideas that capture the imagination
- Focus on convincing people individually while their social sphere is not analyzed
- Communication is an end-of-pipe activity, isolated from the rest of a project
- Content and message are secondary and cannot answer "why" or "what" questions

Strategic communication approach

- Managers analyze the wider system and plan desired outcomes strategically
- Interventions focus on goals, audiences and messages determine media
- Communication is fully integrated in a project from the start
- Target audiences are involved in planning, interventions are based on their values, i.e. their "why" or "what"

Lessons learned

Some of the lessons learned from applying existing country strategies are listed below (*see OECD 2002*):

Communication is a crucial strategy management tool

Sustainable development is a complex goal and the development of a strategy for sustainable development is therefore a complex process. The effective engagement of stakeholders depends to a great extent on their understanding of the goal and acceptance that involvement in the strategy process demands changes in attitudes, behavior and institutions. Therefore, developing a strategy demands two-way communication between policy-makers and the public. This requires much more than public relations initiatives through information campaigns and the media. It needs commitment to long-term social interaction to achieve a shared understanding of sustainable development and its implications, and promoting capacity building to find solutions to the challenges.

Communication helps balancing top-down and bottom-up approaches

Conventionally, governments have been resistant to opening up policy- and decision-making to enable participation by stakeholders at all levels. But the many failed top-down planning decisions testify to the need for a judicious balance of both top-down and bottom-up approaches. Strategies need to consider which issues can only be addressed at a national and central level, and which can be addressed more locally. It is often only at the level of a district that a people-centered approach to sustainable development becomes truly evident - for at this level, decisions are taken daily by individuals and groups of people that affect their livelihoods, health and often their survival. Individuals and communities are best placed to identify local trends, challenges, problems and needs, and to agree their own priorities and preferences and determine what skills and capacities are lacking. Hence, some strategies are now beginning to concentrate on different issues at the most appropriate level, e.g. when the Ministry of Planning in Bangladesh developed the Participatory Perspective Plan. A combination of

top-down and bottom-up approaches is emerging in district planning in some countries such as in Tanzania, where stakeholder participation in education, agricultural production and communication is enhanced (*see OECD 2001*).

Communication supports effective participation in strategies

Appropriate participatory methods for appraising needs, dialogue, ranking solutions, forming partnerships, and resolving conflicts are required. Also, a proper understanding of all those with a legitimate interest in the strategy, and a concrete approach to include the more vulnerable and disenfranchised among them should be considered. Catalysts for participation, e.g. NGOs and local authorities could start participation and link decisions that need to be taken centrally with those appropriate to more local levels. A phased approach is best suited – i.e. start modestly, building on existing participation systems, and then deepen and focus participation. Adequate resources, skills and time are a must – effective participation tends to start slowly and requires early investment.

Communication is indispensable in conflict management as well as knowledge and information systems

Within every society, economic, social, environmental, institutional and political interests and objectives, both long-term and short-term, vary and indeed often compete. This inevitably leads to conflicts between stakeholders. An important



element of a strategy process is the development of mechanisms to identify such conflicts and help stakeholders negotiate compromises between current positions and longer-term common interests. The judicial system may not always be an appropriate mechanism to balance legitimate but opposing interests. Alternatives include the many traditional systems of resolving disputes that are culturally important and well recognized by local people (e.g. chiefs and forums of village elders), but these have often been marginalized or ignored by central authorities. In recent times, a series of techniques for conflict resolution, arbitration and mediation have also emerged. Unlike the judicial system, such modern approaches do not impose solutions but facilitate compromise between the parties. Capacity can be enhanced and interest and motivation promoted by sharing experience with others involved in strategy processes. There is much to gain from south-south and south-north learning and through networks of strategy practitioners to share experience. A number of these networks have established web sites to facilitate information sharing (e.g. www.nssd.net).

Communication contributes to community-based monitoring

Traditional community fora have been used to air views, discuss problems and reach decisions affecting local people, and have been an important mechanism for local accountability. But many of them have fallen into disuse or been replaced as governments have introduced formal administrative structures at local levels and as political parties have established local organizational units. Participatory communication that pro-actively uses traditional community fora will put people back in control of monitoring local processes and projects, and the impacts those have on the communities' lives.

Strategic communication is neither a fluffy concept nor a magic wand but rather a combination of different disciplines that, taken together, offer a powerful and complete set of strategies, methods and tools. Because most people think they are good communicators, they believe StratCom doesn't deserve much attention in their projects or programs. Yet there are real skills involved in producing effective StratCom strategies, messages, and materials, and there is a developing science to strategic communication. Don't fall into the common trap of thinking anyone can do this. When people build a road, they hire an engineer and when they design a building, they hire an architect. When you communicate, hire a communicator!

(adapted from GreenCOM 2002)



Why Strategic Communication for Sustainable Development is so special

Being strategic is about setting goals and identifying means of achieving them. This implies adopting an approach that is based on good evidence, has an underlying vision, sets priorities, goals and direction and sets out the main tactics for achieving these. For sustainable development, being strategic

Being strategic means

- long-term vision
- building alliances
- goal- and action-oriented approaches
- setting priorities
- logical consistency in unfolding elements of the strategy step-by-step
- managing activities, budgets and human resources systematically

requires a comprehensive understanding of the concept and its implications, but not necessarily a comprehensive set of actions – at least at any one time.

Strategic Communication is more than disseminating of information but the active solicitation of

stakeholders' perspectives. It ensures a two-way flow of communication, addresses human factors such as sociology, psychology, culture, behavior, and politics, and helps building consensus and partnerships regarding the development agenda. Both, internal and external factors influencing human communication have to be taken into consideration. Internal factors comprise human features such as norms and values, attitudes and behavior, emotions and beliefs, culture and social relations. External factors include material such as posters or films, the 'carrier' of a message, as well as media such as print or broadcast media, information and communication technology (ICT), street theater, a wall or interpersonal or group communication, the 'vehicles' that brings the material with the message to the target audience.

Strategic Communication for sustainable development is so special because of

Complexity as SD deals with science, economics, law, business management, politics and human behavior, and their many tradeoffs and interactions

Comprehension Gap between what experts in the above-mentioned fields and the lay public know and understand about those technical dimensions of sustainable development is often very large

Personal Impacts that SD triggers in non-rational, e.g. emotional and spiritual dimensions

Risk Element is a frequent factor in SD, especially as distinctions between passive/uncontrollable or active/voluntary are concerned.

A strategic approach to sustainable development implies new ways of thinking and working to move

- from developing and implementing a fixed plan, ideas and solutions towards operating an adaptive system that can continuously improve governance to promote coherence between responses to different challenges,
- from a view that it is the state alone that is responsible for development towards one that sees responsibility with society as a whole,
- from centralized and controlled decision-making towards sharing results and opportunities, transparent negotiation, co-operation and action,



- from a focus on outputs (e.g. projects and laws) towards a focus on outcomes (e.g. impacts),
- from sectoral towards integrated planning,
- from a dependence on external assistance towards domestically driven and financed development,
- towards a process that can accommodate monitoring, learning and improvement.

The added value of Strategic Communication

It was mentioned already in Part 1 that sustainable development is a communications challenge in itself because it is difficult to 'sell'. The general public certainly does not understand the term: People see it as loose, undefined words. Hence, many NGOs avoid using the phrase. However, the concept is not difficult to grasp, and it should not be presented as 'too difficult' for the ordinary person. Most people could talk about sustainable development as it affects their life, work, investment, shopping and leisure.

Strategic communication can

- Persuade a country's decision makers to adopt new policies and build constituency and support at the same time.
- Strengthen the capacity of municipal leaders, NGO representatives, and community-based organizations to manage their economic, ecologic and social resources sustainably.
- Develop partnerships among governments, local communities, and NGOs to encourage people to work together for change.
- Motivate people, e.g. private sector CEOs and engineers to adopt cleaner production technologies.
- Raise awareness and support for sustainable development issues.
- Accelerate and improve people's behavior, e.g. farmers' adoption of technologies and behaviors that lead to sustainable agriculture and forestry.
- Convince and help people to change their behavior, e.g. families to adopt environment friendly behaviors such as conserving water, protecting common water sources from contamination,

Developing a National PRSP Communication Strategy

Objective	Set objectives for short, medium, long term
Research Activities	Data collection Define activities Set goals for each activity Define timings, budget and responsibility
Audience	Select audience groups; understand their interest, advantage and disadvantage Analyze their status, education and position
Messages	Develop group-specific messages
Networks	Identify existing networks Understand the dynamics of the networks
Channels	Assess the existing channels at national, regional, local level Identify the accessibility
Feedback	Incorporate feedback to the PRSP

(see World Bank 2003)

putting garbage into bins, changing harmful fishing techniques, and preventing forest fires.

- Generate excitement in an entire community that leads to community-wide behavior change.
- Empower local people to speak for themselves and to continue their efforts into the future (*see GreenCOM 2002*).

Sustainable development (SD), however, can be communicated successfully

- by recognizing that it is specific issues that interest people, rather than the whole of the SD agenda – in other words, breaking SD down into manageable pieces that make sense to people in their context
- by using opportunities to demonstrate links between the issues that matter to people – for example trade terms and environment, fuel use and flooding through climate change
- by presenting the positive side, by emphasizing opportunities, ideas and innovations that excite people about the future, and show what roles people can play in it. This will often mean focusing on the doable and immediate – recycling and local

environmental clean-ups – and adding messages on the broader, longer-term context for these activities. It will also mean illustrating options for the future that interest people: for example, low-energy housing and transport, community action to remove homelessness, farmers' markets that strengthen rural economies and provide healthier food

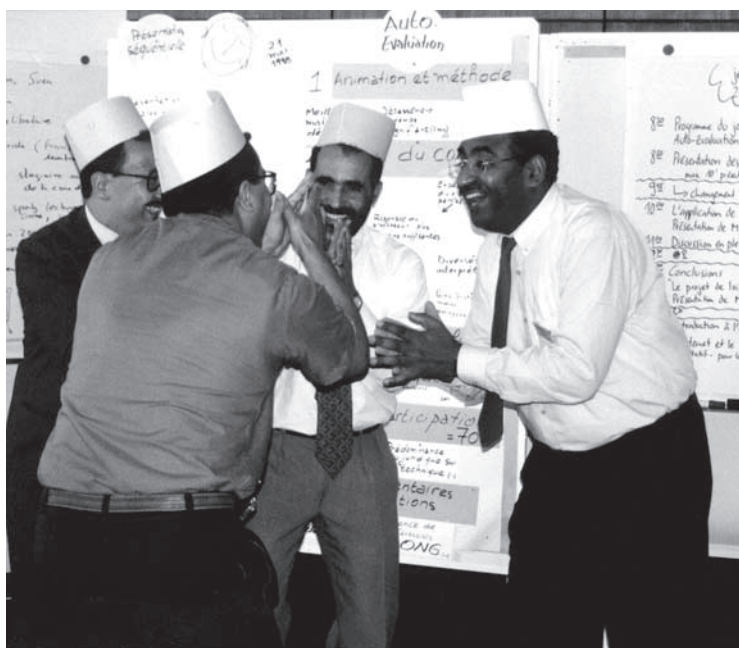
- by using good communications practice: asking people what concerns them, and what they can do, and not just telling them what to do; spinning stories about what has worked, and not just presenting abstract 'recommendations'; using straightforward language rather than jargon; knowing the audiences and their concerns and not just the subject and its complexities. This approach works for the 'specialists', too.
- by opening up workshops and conferences to other stakeholders who will be comfortable with the above, and not feel obliged to talk about SD among 'insiders' only. SD does not need 'dumbing down' to do this: it needs 'opening up' (see OECD 2002).

Mass media channels are generally relied on for communicating with the public in layman's language. But so-called 'alternative' or community media produced by or in close cooperation with the people themselves will also be appropriate at times with particular groups. Communications with the public may be divided into the following:

- Public relations activities: usually short-term, conducted through the mass media and advertising, principally a one-way means of communications
- Market research: elicits one-way communication in the opposite direction, that is, from the public
- Opinion polls: regular and large-scale poll of the general public, can elaborate an independent view on the strength of public feeling and awareness on different issues, can be a very powerful tool in the strategy policy formulation and associated debates
- Phone-ins: free phone-in facilities may encourage public participation, comments made can be added to written submissions and entered into a database to prepare a profile of issues
- Public awareness activities: work by consulting groups in the strategy process, medium-term impact through traditional and mass media, government and NGO participation, involving them in the debate on sustainable development, and keeping them informed about all aspects of the outcomes
- Public participation: takes much longer and depends on incentives, formal and informal education and training, and results in practice change, mass media activities are less significant in comparison to longer-term impacts of active participation and experience, particularly in setting and monitoring indicators of sustainability (see OECD 2002).

Communication is the missing link between the subject matter of SD issues and the related socio-political processes of policy making and public participation. It works best in combination with other instruments like economic incentives, laws and regulations or sectoral planning. Most of all, StratCom is very intricately related to education and training activities. It bridges 'hard' technical know-how and 'soft' action-oriented behavior change, i.e. scientific agreement and social agreement on any given environmental issue. Its high public participation potential is indispensable for the acceptance, credibility and sustainability of environmental programs.

In a policy or project life cycle, StratCom plays a crucial role at all stages. Problem identification, agenda setting, policy formulation, implementation, evaluation, management and control etc. cannot do



without properly defined communication support. Concepts, technologies and skills related to environmental sustainability need to be communicated to policy makers, opinion leaders, strategic groups or the public at large. Breaking down complex information into understandable elements and putting those on the agenda in a socio-culturally relevant and economically feasible way to different audiences is a prerequisite for consensus building and change in any civic society. Hence, StratCom is the lifeblood of enlightened decision-making and effective action towards environmental sustainability.

Recognizing A problem is realized and lobbied for by social groups, and a public discussion starts.

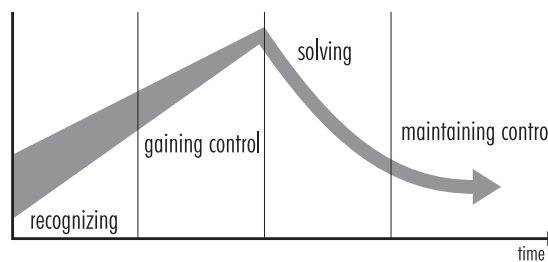
Gaining control Policies are formulated, research commissioned, and options for improvements are intensely deliberated.

Solving Policies, programs and projects are implemented. The debate slows down while people affected remain informed.

Maintaining control The emphasis is on routine surveys. Decentralization and public-private partnerships may be considered for sustainability.

Communication will play a crucial role throughout the policy and program life cycle. The essential aspect for a policy maker or planner is to realize that different actors are involved at each stage, and that each actor has different perceptions, interests and 'hidden agendas'. The potential contributions of communication could look like this:

Relevance of a problem in public perception



- **Recognizing** Regular opinion/attitude surveys • media content analysis • continuous networking with NGO, consumer groups • regular meetings with interest groups
- **Gaining control** KAP (knowledge, attitude, practice) surveys • integrating communication in the mix of policy instruments • design of communication strategy • communication with those involved
- **Solving** Communication as an independent and as a complementary instrument • information on other instruments (laws, incentives etc.) • M&E through qualitative research
- **Maintaining control** Regular public information • reporting on changes in policy design and implementation • up-dated opinion/attitude surveys

The five branches of Strategic Communication for Sustainable Development

Strategic Communication for Sustainable Development borrows widely from long-lasting experience with communication in sectors such as rural extension, health, family planning or AIDS. More recently, approaches such as social marketing, non-formal, entertainment and environmental education, conflict management and negotiation or civil society mobilization, including participation and ownership were added to this spectrum. Two fundamentally different diagnoses to the problems of non-sustainable and under-achieving development emerged. While one position has argued that the problem was largely due to lack of information among populations, the other one suggested that power inequality was the underlying problem. Intervention approaches fell in different camps on the following points:

- cultural vs. environmental definitions of development
- psychological vs. socio-political theories and interventions
- attitudinal and behavior models vs. structural and social models
- individual vs. community-centered interventions
- hierarchical, sender-oriented vs. horizontal, participatory communication models
- active vs. passive conceptions of audiences and populations
- participation as means vs. participation as end approaches.

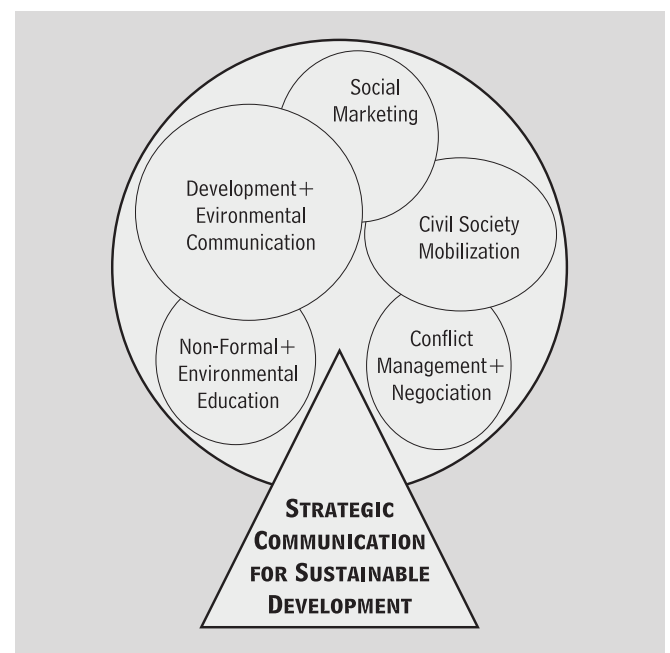
In the current debate on sustainable development, communication and education as the driving forces of change and learning processes do have an impact on at least two levels:

- 1 social, political or environmental awareness are determined by cultural contexts, visions, life-styles and value judgments – all of which are learned through communication,
- 2 criteria and options for decisions regarding sustainable practices are a result of public discourse and transparently communicated alternatives,

Ultimately, sustainable development cannot be based on behavioral manipulation but relies on reflection and plurality, which will help civil society to develop adequate skills to overcome social, political or ecological crises (*see e.g. Haan 1997*). While trying to avoid ideological pitfalls, GTZ combines structural, socio-political interventions with pragmatic, empirical social research methods in what it calls the five branches of Strategic Communication for Sustainable Development:

- 1 Development and environmental communication
- 2 Social marketing
- 3 Non-formal and environmental education
- 4 Civil society mobilization
- 5 Conflict management and negotiation

These five branches of strategic communication interventions should best accommodate the three pillars of Sustainable Development: Ecological (particularly branches 1, 3, 5), economic (particularly branches 2, 5) and social issues (particularly branches 1, 4, 5).



Branch 1

Development and environmental communication

Ever since the 1950s, a diversity of theories, concepts, methodologies and strategies for social change has converged in development communication (see Waisbord 2001, Oepen 2004) which environmental communication (EnvCom) took up since the mid 1990s. EnvCom is a management tool, like the transmission in a car. The car won't move without it but the transmission cannot move on its own. Similarly, EnvCom transforms the power generated by policy makers and project managers into action. Communication helps stakeholders to change directions and shift to a higher gear towards sustainable practices in their work and lives. EnvCom is the missing link between the subject matter of environmental issues and the related socio-political processes of policy making and public participation. It works best in combination with other instruments like economic incentives, laws and regulations or sectoral planning. It bridges 'hard' technical know-how and 'soft' action-oriented practice change. Problem identification, agenda setting, policy formulation or management cannot do without properly defined communication support. Concepts, technologies and skills related to sustainable development need to be communicated to policy makers, opinion leaders, strategic groups or the public at large. Breaking down complex information into understandable elements and putting those on the agenda in a socio-culturally relevant way to different audiences is a prerequisite for consensus building and change in any civil society. Along those divergent lines, communicators create strategies for reaching certain audiences, develop messages on well-defined problems and select the appropriate media to reach these audiences. A particularly successful intervention model is the Strategic Extension Campaigns (SEC) developed by FAO. A strategic extension campaign has a well-defined objective, is problem-oriented, participatory-oriented and focused on a specific issue or recommended technology. Its goals are consistent with, and guided by, the overall sectoral development policies and extension program objectives. Campaign objectives

are specific and based on intended beneficiaries' felt needs and problems identified through a baseline survey of their Knowledge, Attitude, and Practice (KAP) vis-à-vis the recommended solutions. A specific campaign strategy is developed with the aim of solving problems that caused non-adoption and/or inappropriate or discontinued practice, of the recommended technology.

A strategic planning approach is applied in the process of target audience segmentation, multi-media selection, message positioning and design, and extension or training materials packaging, development and production, with a view to obtaining maximum impact with the least or minimum efforts, time, and resources. Formative evaluation in the form of field pre-testing of prototype multi-media campaign materials is conducted before they are mass-produced. Comprehensive and detailed campaign management planning is an integral and vital part of the SEC process, and it will not only spell out the implementation procedures and requirements, but will also be used to develop a management information system, including monitoring and supervision procedures. Social briefing and training for all personnel who are involved in SEC activities must be undertaken to ensure that they understand their specific tasks and responsibilities and have the necessary skills and support materials to perform such tasks effectively.

Process documentation and summative evaluation to assess the progress of implementation and impact of SEC activities are conducted, and results are used to improve on-going performance, and to deter-

Rat Control Campaign in Malaysia

The strategic extension campaign (SEC) in Malaysia on rat control in rice production raised questions such as: What do farmers know of Matikus, a poison bait for rat control? The KAP data showed that 61% of the respondents were aware that Matikus was a rat control measure. After the SEC, 98% of the same respondents knew that Matikus was a rat control measure. For a single rice crop season, the SEC operation, including the KAP survey cost US\$ 140,000. The rice fields saved from rat damage were reported to be 477 hectares. The estimated amount of rice saved in one season was about 1,885 tons valued at US\$859,000. The impact of the farmers' knowledge, attitude and practice changes on rat control as a result of the SEC could be extended to several more seasons. The outlay of US\$140,000 was more than offset by the value of 1,885 tons of rice saved.

(see Adhikarya 1987)

mine SEC's results and overall effectiveness as well as to draw lessons learned from such experiences for future replications (see *Adhikarya 1996*).

Hence, strategic communication interventions are multi-faceted, systematically planned and carefully designed communication processes and media products that aim at increasing knowledge or change attitudes and practices in target audiences. Planning is defined as a process of identifying or defining problems, formulating goals, thinking of ways to accomplish goals and measuring progress towards goal achievements. Planning has to include strategy planning and management planning, i.e.. The process of developing a strategic communication plan can be divided into two major parts. The first part is the process of strategy development planning ("what to do"). The second part is the process of management planning ("how to make it happen"). When a plan for a strategy is completed, it must be translated into action. At that stage, the task of a communication planner shifts from strategy development to management planning.

It should also be noted that while a communication strategy may incorporate a campaign it is much more than that. In general, a campaign is limited to a relatively short period of time and it presents a readily available solution to a previously defined problem („do things right“). A communication strategy starts before that, e.g. with a social discovery process of questioning and researching a certain situation or policy in cooperation with the expected beneficiaries („do the right things“). Also, it is not finished when the messages are disseminated through various media channels but it also takes responsibility for mobilizing and facilitating action that, ultimately, would lead to changes in the targeted environmentally harmful practices.

Branch 2

Social marketing

Social marketing has been one of the approaches carried forward the premises of diffusion of innovation and behavior change models. Agricultural extension first discovered in the 1960s that social change always went through distinct phases: awareness – interest – evaluation – trial – adoption or rejection. ‘Innovators’ – often used as ‘change agents’ in later interventions – may adopt new practices early on but constitute just 2,5% of the population in transition, followed by 13,5% called ‘early adopters’. Over time, an ‘early majority’ of 34% and a ‘late majority’ of 34% trail the example set, while the rest of the population (16%), the ‘laggards’, are left behind. Also, the significance of sources of information differs in the different phases of the diffusion process. While mass media play a major role in the awareness and interest phase, interpersonal communication with neighbors and friends takes over when it comes to evaluation, trial and adoption or rejection (see *Rogers 1963*).



As Rogers' findings regarding the stages of a change process can be applied universally they have served as a blueprint for applications in fields such as development and environmental communication, social marketing and change management. Since the 1970s, social marketing has been one of the most influential strategies in the field of development communication. It put into practice standard

Priority sources of information in the adoption of changes and new ideas in rural areas

Information Source	Stage in the Change Process				
	Awareness	Interest	Evaluation	Trial	Adoption or Rejection
Rank 1	Mass Media	Mass Media	Friends, Neighbors	Friends, Neighbors	Personal Experience, Friends
Rank 2	Friends, Neighbors	Extension, NGO	Extension, NGO	Extension, NGO	Extension, NGO
Rank 3	Extension, NGO	Extension, NGO	Traders, Migrants	Traders, Migrants	Mass Media
Rank 4	Traders, Migrants	Traders, Migrants	Mass Media	Mass Media	Traders, Migrants

(see Rogers 1963)

techniques in commercial marketing to promote pro-social behavior. At the core of social marketing theory is the exchange model according to which individuals, groups and organizations exchange resources for perceived benefits of purchasing products. The aim of interventions is to create voluntary exchanges. These interventions may operate at the individual, family, community, or system levels. This framework suggests communicators consider a range of ways of making the new behavior desirable and accessible to the target population by looking at barriers to, and benefits of, their adoption. Similar to diffusion theory, it conceptually subscribed to a sequential model of behavior change in which individuals cognitively move from acquisition of knowledge to adjustment of attitudes toward behavior change.

What social marketing brought was a focus on using marketing techniques such as market segmentation and formative research to maximize the effectiveness of interventions. Behavior change is social marketing's bottom line, the goal that sets it apart from education or propaganda: The social marketing model centers on communication campaigns designed to promote socially beneficial practices or products in a target group. As such it can very well be used in a two-way process concerned about community participation. Input from targeted communities, gathered through qualitative methods such as

focus groups and in-depth interviews, is fundamental to design campaign activities and content. The process is consumer-driven, not expert-driven. Also, social marketing allows communities to participate

The 4Ps of Social Marketing

The ten steps of strategic communication or the six steps of the ABC Model below are often combined with key elements of social marketing approaches proven effective in family planning, health care and other fields.

Product	Behavior or service promoted: Technical specifications, Quantity and quality, Delivery mechanism, Packaging, Design, Product or services range, Quality management, After sales or follow-up service, Possibilities of later up-grading, Difference to competitors' products or services
Place	Access to service system: Access, convenience, Ambiance, Target regions, Intervention level, Distribution, channels, Outlets, Stocks kept at different locations, Client security, Difference to competitors' approaches
Price	Costs, often barriers to change: Type of price – monetary, social, behavior change etc., Discounts, Credit, support in financing, Deadlines for payments, installments, Range of services included, „Hidden“ costs, e.g. fees, running costs, Social costs such as participation in or contribution to services, Difference to competitors' prices
Promotion	Public relations and communication: Communication channels and media used (face-to-face, television, radio, newspaper, audiences), Messages and presentation style, Intensity and frequency, Brand name, brand image, Difference to competitors' approaches

ABC - Six Steps to Applied Behavioral Change

- 1 - Observe Behavior
 - Identify what people like and don't like about a certain behavior that should be changed. Don't just ask questions. Look, count, record behavior. Arrange for a few people to do what you would like the whole community to do. Watch their problems.
- 2 - Listen to People
 - Ask what matters to them, talk about how your target behavior fits their daily life. Look for what they get out of behavior as a benefit and who matters to them.
- 3 - Decide what Matters
 - Compare people who show the desired behavior with people who don't. What are they like, where do they live, how do they act out the behavior you care about? Segmentize your audiences because they will have to be communicated with differently.
- 4 - Generalize Facts
 - Summarize critical environmental practices, key facts influencing behavior and other points like benefits people care about, messages preferred, opinion leaders people trust in. Test your assumptions with a representative survey.
- 5 - Deliver Benefits
 - Deliver benefits people want, not just information. Solve barriers the people face, don't just „educate“ them. This means that service delivery and communication inputs have to be synchronized.
- 6 - Monitor Effects
 - Find and fix mistakes. Selectively monitor crucial program elements by means of simple and manageable indicators for the behavior you wish to change (see Day, Smith 1996).

by acting upon health, environmental and other problems. Without information, there is no participation and this is what social marketing offers (see *Waisbord 2001*).

After three decades of research and interventions, the lessons of social marketing can be summarized as follows:

- Persistence and a long-term perspective are essential as only programs with sustainable support and commitment have proven to have impact on the diffusion of new ideas and practices
- Audience segmentation, e.g. along lifestyle clusters, is a crucial element
- Mapping target groups is necessary as communicators need to know consumers' information sources, media consumption patterns and social relations vis-à-vis multiple messages
- Incentives foster motivation among all participants in interventions
- Teaching skills is crucial to support behavior change
- Leadership support is essential for program success
- Community participation builds local awareness and ownership
- Feedback makes it possible to improve and refine programs (see *Chapman Walsh et al 1993*).

The following example of the World Bank Development Communications Unit describes audiences along a behavior change continuum and how potential communication interventions could look like (see *World Bank 2003*):

GreenCOM uses a form of social marketing that involves a five-step process similar to the 10-step cycle used by FAO or GTZ (see below). In a nutshell, the various steps in situation, actor and KAP analyses can also be summarized in an Applied Behavioral Change model that is often used in the context of social marketing approaches integrated in the environmental communication strategy. The most crucial steps are outlined in the illustration in the opposite column.

People are...	Potential communication interventions
unaware	<ul style="list-style-type: none"> X raise awareness X recommend a solution
aware, concerned, knowledgeable	<ul style="list-style-type: none"> X identify perceived barriers and benefits to behavior change
motivated to change	<ul style="list-style-type: none"> X provide logistical information X use community groups to counsel and motivate
try new behavior	<ul style="list-style-type: none"> X provide information on correct use X encourage continued use by emphasizing benefits X reduce barriers through problem solving X build skills through behavior trials X social support
sustain new behavior	<ul style="list-style-type: none"> X recall benefits of new behavior X assure ability to sustain behavior X social support

Branch 3

Non-formal and environmental education

StratCom also draws on the vast body of experience with non-formal and environmental education (EE). Non-formal education refers to the out-of-school type of learning common to NGOs as different from formal education at schools or universities. As with development communication, non-formal education in the context of sustainable development can be applied to any field relevant to SD, be it social, economic or ecological in nature.

Environmental education, similar to environmental communication, specifically aims at ecological aspects of SD only. Education is critical for promoting sustainable development and improving the capacity of people to address environment and development issues. It is also critical for achieving environmental and ethical awareness, values and attitudes, skills and behavior consistent with sustainable development and for effective participation in decision-making. To be effective, environment and development education should deal with the dynamics of both physical/biological and socio-economic environment and human development and should be integrated in all disciplines and should employ formal and non-formal methods and effective means of communication (*see UNCED 1992*).

National and international networking in EE has increased during the 1990's. Examples of environmental education (EE) networks are:

- SADC Regional Environmental Education Network, South Africa
- South and South East Asia Network for Environmental Education (SASEANEE), India (<http://www.nic.in/enufor/cee/cee.html>)
- ASEAN Region Network for Environmental Education (ARNEE), Indonesia
- Global River Environmental Education Network (GREEN) (<http://www.econet.apc.org/green/>)
- The Environmental Education Network (EEN), US and Europe (<http://www.envirolink.org/enviroed/>)
- IUCN Commission on Education and Communication (CEC), supports regional

networking and has prepared guidelines for development of national EE strategies and action plans

Principles of effective communication

The Communication for Social Change initiative of the Rockefeller Foundation defines effective communication as a process of public and private dialogue through which people define who they are, what they want and how they can get it. This initiative is informed by principles of tolerance, self-determination, equity, social justice and active participation for all (*see Rockefeller 1999*):

- away from people as the objects for change ... and on to people as agents of their own change;
- away from designing, testing and delivering messages ... and on to supporting dialogue and debate on the key issues of concern;
- away from the conveying of information from technical experts ... and on to sensitively placing that information into the dialogue and debate;
- away from a focus on individual behaviors ... and on to social norms, policies, culture and a supporting environment;
- away from persuading people to do something ... and on to negotiating the best way forward in a partnership process;
- away from technical experts in 'outside' agencies dominating and guiding the process ... and on to the people most affected by the issues of concern playing

There are at least five objectives of EE programs:

- **Awareness** – to acquire an awareness and sensitivity to the total environment and its allied problems.
- **Knowledge** – to gain a variety of experiences in, and acquire a basic understanding of, the environment and its associated problems.
- **Attitudes** – to acquire a set of values and feelings of concern for the environment and motivation for actively participating in environmental improvement and protection.
- **Skills** – to acquire the skills for identifying and solving environmental problems.
- **Participation** – to encourage citizens to be actively involved at all levels in working toward resolution of environmental problems.

Environmental education is mission-oriented. A good environmental education program does not stop with the presentation of information, but helps learners wrestle with values and gain the skills to take relevant and responsible action. Formal EE differs from social marketing and environmental communication in that it does not always directly target specific behaviors. It teaches students “how to think” not “what to think.” Thus the goal of environmental educators is to help learners form the capacity to collect and analyze information, make good judgments, and participate fully in civil life. Because research shows that people who take action not only have some knowledge and awareness of the problem they are addressing, but also knowledge of how to effect change, environmental educators often stress civic and public participation skills. The goal is to instill in learners the knowledge about the environment, positive attitudes toward the environment, competency in citizen action skills, and a sense of empowerment.

Environmental education materials and programs reflect an evolution from science-based information to skill-based participation in problem solving. In some nations, EE objectives nicely complement education reform efforts to make subject areas more relevant to local situations and to prepare students to become responsible citizens. EE activities are easy to link to SD issues through non-formal education (NFE). NFE educators develop and implement programs that engage learners in discovering information and developing skills to convert that information to meaningful practice. Often, NFE helps professionals to consider sustainability issues in their work. Through training, engineers, architects, business leaders, legislators, planners, and other decision-makers in society come to understand how SD principles and concepts affect their work in housing, water treatment, transportation, urban development, automobile manufacturing, and other spheres.

Branch 4

Civil society mobilization

Sustainable development interventions are very often initiated by organizations and policy-makers from outside a community. Many well-intentioned communication projects of this sort turn out to be efforts at manipulation that result in little or no participation by the people concerned. Instead, such initiatives should focus more on how to listen than on how to talk (*see Ramirez 1997*). Communication begins by learning to learn about existing knowledge and hopes. Listening requires skill and respect, deriving meaning from different media: e.g. elder’s anecdotes and oral history, artists’ symbols, songs and poetry, traditional theater and puppetry. Communication is about bridging understanding towards shared meaning. Vertical models of communication (sender – media – receiver) and related centrally planned development strategies alone proved incapable of solving today’s burning problems. Their basic problem is that nothing goes without changes in practice and that this change cannot do without social action facilitated on a horizontal level, mostly by means of interpersonal and group communication. Horizontal models of communication (communicator – dialogue – communicator)



alone proved limited as well. Here, nothing goes without lobbying for one’s interests in the political, economic and social arena through alliances with other social institutions at various levels. A general increase in ‘bargaining power’ via communicative,

social and political competence is needed. A lot of intermediary institutions like NGOs, cooperatives or church organizations that bridge the gap between community groups and institutions' such as banks, research agencies, government services or mass media went through a general reorientation. They shifted from 'information diffusion' to and for people to 'information seeking' by and with people. Here, problem- and practice-related information is generated through local or regional community processes and used as inputs for existing media networks horizontally and vertically, both - bottom-up to inform central decision-makers and top-down to inform community groups in different places (see *Sülzer 1980*).

From such considerations, an integrated approach of community communication for sustainable development may be useful which could pragmatically overcome deficiencies of both, purely vertical and purely horizontal models while building on their strengths. Community communication is defined here „as a process of horizontal and vertical social interaction and networking through media regularly produced, managed and controlled by or in a close cooperation between people at the community level and at other levels of society who share a socio-political commitment towards a democratic society of countervailing powers. As the people participate in this process as planners, producers and performers, the media become informing, educating and entertaining tools, not an exercise in persuasion or power. In such a process, the entry points for communication interventions should be sought in the communities' learning methods, cultural expressions and media forms“ (*Oepen 1995:49*). This definition perfectly matches the requirements voiced by many environmentalists who seek social sustainability in conservation and regard public participation therein a pre-requisite for sustainable development as such (see *IUCN 1997*).

Participation by local residents and stakeholders changes policy. It also makes policy more likely to be effective. Communication and education techniques can enhance the effectiveness of people or groups seeking to participate. The complexity and specificity of sustainable development issues also

makes participatory techniques important tools. People's participation not only improves the program and adds credibility, but also strengthens their skills to do similar work in the future. Participatory materials development work, grassroots research methods such as Participatory Rapid Appraisal (PRA) and interactive moderation and visualization for group events (MOVE) are but a few of the new tools that ensure greater participation by stakeholders in strategic communication activities. These new approaches are also changing the nature of the communication tools themselves: community resource centers, community radio, and community websites (see *GreenCOM 2002*).



Branch 5

Conflict management and negotiation

Conflict management (CM) is designed as an alternative policy instrument, offering ways to build consensus and convergence in situations of open conflict and conflictive decision-making processes. The use of CM is frequently required for specific aspects of StratCom, especially processes of social communication – promoting dialogue, reflection, participatory situation analysis, consensus-building,

decision-making and action planning for change and development among people and institutions on different levels. CM offers appropriate approaches particularly when communication is deadlocked because the actors involved do not communicate in a constructive way. The use of CM procedures and dispute resolution systems within a communication process can be expedient in the following situations:

- The actors seem to have incompatible positions and interests.

Negotiation and Mediation as a Tool

There are three broad categories of approaches to managing conflicts:

Negotiation: parties, with or without the assistance of a facilitator, discuss their differences and attempt to reach a joint decision. The facilitator merely guides the process in a non-partisan manner.

Mediation: parties agree to allow an independent, neutral third party to direct the process of clarifying positions, identifying interests and developing solutions agreeable to all. As with negotiation, this is a voluntary process.

Arbitration: each side is required to present their case to an independent person who has legal authority to impose a solution. Agreements are enforceable through law.

To avoid focusing on particular stakeholders or positions, the best approach to adopt is what is sometimes termed ‘interest-based’ negotiation or mediation. This approach requires the parties to acknowledge that an agreement must meet as many of their mutual and complimentary interests as possible. This approach encompasses four general principles:

Focus on underlying interests. ‘Interests’ are people’s fundamental needs and concerns. ‘Positions’ are the proposals that they put forward to try to satisfy those interests. Compromise may be the best way to serve everyone’s interests in the long run. In the context of the management of a protected area, allowing some use of the area’s resources may ultimately serve the interests of conservation better than keeping the area as a reserve.

Address both the procedural and substantive dimensions of the conflict. ‘Procedural’ issues can include a group’s need to be included in decision-making when their interests are at stake, to have their opinions heard and to be respected as a social entity. “Substantive” refers to interests that relate to tangible needs, such as availability of firewood or protection from predatory animals.

Include all significantly affected stakeholders in arriving at a solution. Failure to involve all affected stakeholders in a conservation initiative, in decisions affecting management, or in working out how to resolve conflicts, generally leads to unsustainable “solutions” and to new conflicts arising in the future.

Understand the power that various stakeholders have. Each party’s approach to the conflict will depend on their view of the power they have in relation to the other stakeholders. For example, a group that feels powerless to influence an outcome through a bureaucratic process may choose to use illegal activities instead.

- Communication is heavily burdened by prejudices, different values or political attitudes of the actors or by relationship problems between them.
- The previous communication process was unable to clarify the actors' needs and interests, or may have even complicated the situation.
- Power imbalances obstruct open communication and consensus building.
- The leading institution or the communicator in charge is not fully trusted by all relevant actors or does not have the capacity to deal with situations of conflict.
- Not all relevant actors can be involved in the communication process without a clear understanding of the dynamics of conflict and appropriate ways of dealing with them.

CM works with the decisive use of different procedures, such as mediation, conciliation or arbitration, benefiting from the specific advantages and areas of use particular to each. To fulfill the purposes of CM within StratCom, mediation as a widely known procedure may be appropriate. In mediation, a neutral third person – the mediator – primarily makes procedural suggestions as to how conflicting parties can voluntarily reach an acceptable agreement or consensus without a decision-making authority. Frequently the mediator works with the parties individually to explore acceptable settlement options or develop proposals that will move them closer to an agreement. With this procedural assistance, the parties in conflict are able to concentrate on the real issues/content and to negotiate solutions. Process-related factors that have so far burdened and prevented constructive communication can be clarified. Such factors can include a previous incident between actors, relationship problems between participants, financial constraints of the organizations involved or persons etc. The cultural and political background of the participants and the mediator considerably influences the practical form mediation takes. In any case, it is helpful if mediation builds on traditional conflict resolution mechanisms.



The ten steps of Strategic Communication for Sustainable Development

Isolated ad-hoc initiatives that are not integrated into a comprehensive communication strategy may cause inflated expectations in rational appeals and the cognitive dimension of messages. This is why a project should define up-front what for and for whom information is meant and how beneficiaries are supposed to translate them into communication and action. This is best achieved in a systematic and comprehensive StratCom strategy as indicated below which is always an integral part of a larger project or program and makes use of step-by-step strategic planning as part of a project or program life cycle.

Its basic ideas are derived from various sources (see Adhikarya 1987, SPAN 1993, Rice 1989) but mostly from the Strategic Extension Campaign (SEC) approach of FAO (see Adhikarya 1994) and from the GTZ experience in environmental communication (see GTZ 2000, OECD 2000).

Stage 1 Assessment

- 1 Situation analysis and problem identification
- 2 Audience and Knowledge, Attitude and Practices (KAP) analyses
- 3 Communication objectives

Stage 2 Planning

- 4 Communication strategy development
- 5 Participation of Strategic Groups
- 6 Media selection and mix

Stage 3 Production

- 7 Message design
- 8 Media pre-testing and production

Stage 4 Action & Reflection

- 9 Media performances & field implementation
- 10 Process documentation and Monitoring and Evaluation (M&E)

ZONE	WOODS SAVANNA	HABITATION	WOODS SAVANNA	RIVER	CORSE/ WOODS	CANOPIED FOREST
LAND USE	- Woman's Fields - Fallow - Hunting - Pasture	- Houses - Buildings (School/Church) - Drying of Crops - Market	- // -	- Gardening - Akoko - Bambo - Beans - PEANUTS	- Sand - Wood for Construction	- Corn Fields - Coffee Plantations - Cacao Plantations - Hunting - Banana Plant. - Collection of Constructions - Wood for Construction
TREES	- STAVOEN TREES	- Banana - Peach - Mango - Avocado - Lemon etc.	- // -			- Uvula - Sapelier - Kala - Avocado - Coffee, Cacao
ANIMALS	- Monkey - Antelope - Buffalo - Mongoose, Otter	- Goats - Sheep - chicken - duck	- // -	- Fish - Insects		- Monkey - Buffalo - Rat - Porcupine etc.
SOIL	- Stony - Lateritic - Black - Sandy			- Sand	- Sand	

Step 1

Situation analysis and problem identification

There are many ways to conduct a situation analysis and problem identification – Participatory Rapid Appraisal (PRA) is one of the most participatory methods. It can easily be combined with an analysis of Knowledge-Attitudes-Practices (KAP) of the actors or groups concerned (Step 2) and the formulation of situation-specific communication objectives (Step 3).

As to enhance the degree of participation and validity of PRA, it is recommended to hold a 1 or 2 week training in which the staff of the implementing agencies, intermediaries (e.g. NGOs, media) and the stakeholders or actors concerned jointly participate. Once a mode of co-operation is established between those groups, they will interact and share experiences in other stages of the communication strategy as well, e.g. in pre-testing media and messages, in utilizing traditional and community as well as modern mass media or in evaluating the success of activities.

The overruling principle is participation from co-option and co-operation via consultation and collaboration to co-learning and collective action. PRA is processed in stages and by means of participatory tools such as transect walk, mapping of observations, seasonal calendar, problem ranking by

individuals and groups, data analysis, designing a development plan. PRA was adapted to Rapid Environmental Appraisal – REA, Participatory Urban Environmental Appraisal – PUEA, Community Self Survey – CSS, Social Impact Assessment – SIA and other methods.

Step 2

Audience and Knowledge, Attitude and Practices (KAP) analyses

The lessons learned from development communication and agricultural extension teach us that if you ask people to change their practices – e.g. by recycling household waste or saving water – instructive information and raising awareness is not enough. The diffusion of an innovation needs

Awareness	basic information about the new idea and how others use it,
Interest	the innovation to be applied to personal values and life style,
Trial	preliminary attempts to practice the innovation and evaluate its usefulness and impact,
Adoption	acceptance and commitment to a change in practice.

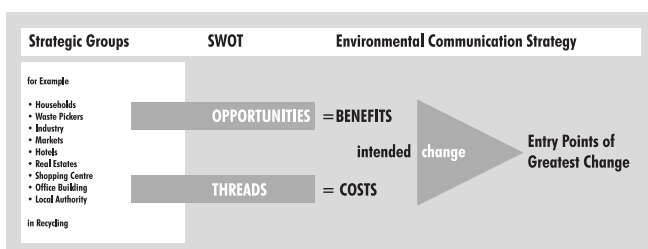
In environmental communication – where complex changes in attitudes and practices are at stake - this sequence is closely related to the potential barriers of communication which were mentioned earlier in the "Said – Done" paraphrase on page 9. That is to say – if communicators cannot motivate and mobilize their addressed audiences to take action and commit themselves to the newly promoted practices, raising awareness or creating interest indeed will not be enough. This process from awareness to adoption works best if the social groups concerned are actively involved and supported in a trustful

partnership. Therefore, it is crucial to identify and analyze carefully the

- stakeholders and other actors, i.e. individuals, groups or institutions who have an interest or rule power relevant to the development problem in question, incl. their interest, relationships, and organization,
- especially those later addressed as beneficiaries (or target groups), i.e. those addressed by the communication strategy and from whom a practice change is expected,
- and the key intermediaries, i.e. individuals, groups or institutions who can assist in reaching the target groups, often formal or opinion leaders, youth or women's organizations, NGO who may lobby for public support etc.

Audience segmentation is very important for the communication strategy as a whole. Relevant actors, beneficiaries and intermediaries are clustered into groups according to socio-economic and other characteristics they have in common. In later stages, communication objectives, message appeals or participation options are analyzed and designed per group. In audience segmentation, gender and age awareness plays a crucial role. Instruments and techniques useful to identify actors and relate them to each other are, among others, direct observation, interviews, focus group discussions, sociograms and resource users analysis.

If a simple matrix of actors and their sub-groups is not differentiated enough, the SWOT (Strengths, Weaknesses, Opportunities and Threats) window is a useful technique to go into details as is illustrated in the example below about strategic groups involved in a recycling program. The chart to the left – from the context of an Indonesian Recycling Project – shows how the 'Opportunities' and 'Threats' are fed into the communication strategy as benefits and costs of an intended change which determine the selected entry points of greatest impact. First, the SWOT of the new practice, namely recycling, are analyzed per strategic group. An opportunity (or benefit) for households, for example, may be additional income from recovered goods while a threat (or price) to them may be the extra costs and efforts



put into separating waste. The selected entry point of greatest impact may, therefore, be to start with separating the more profitable and easy-to-handle goods such as paper, bottles or plastic and to link this separation of waste to the (informal) recycling sector.

In order to narrow down the field of practices potentially relevant to an observed environmental problem, communities in cooperation with communication specialists should consider

- the impact or importance of a particular practice to the problem,
- the feasibility of changing or maintaining the practice,
- whether sustainable practices already exist in the community concerned.

The practices that meet these criteria can be called sustainable practice. This is a series of related actions or practices that can have a measurable impact on a problem related to sustainable development. Poverty reduction, recycling, sustainable agriculture, controlled burning, cleaner production, and watershed conservation are all sustainable practices.

Sustainable practice of controlled burning

- Burn after the first rains of the season
- Burn during the coolest part of the day
- Burn when there is very little wind
- Burn against the wind
- Supervise the burn until the fire is completely out.

(see GreenCOM 2002)

They can all be broken down into discrete, observable actions or behaviors that, in combination with each other, will accomplish the sustainable goal. In order to screen practices that influence natural resources and environmental concerns it is useful

- to focus on specific practices rather than general categories,
- to emphasize the positive in existing practices,
- to classify practices based on impacts it has on sustainability,

- to understand the feasibility of influencing relevant practices,
- to understand flexibility in specific practices.

Tools that help doing exactly that are historical (trend) matrixes of (specific) resources and land use, ranking and prioritization techniques of threats to sustainability, resource management decision charts, matrixes comparing the frequency of a specific practices in various sub-groups within a community etc. Understanding the key factors, motivational forces and influences related to sustainable practices is the next step. In most cases, these include social, cultural, economic and ecological determinants, for example: What is motivating, desirable, rewarding or pleasant about a practice or what the actors think they gain when changing their practice? What is difficult, unpleasant or undesirable about adopting a different practice?

Tools that are useful in identifying such key factors among the many others that may be relevant to a given environmental problem are, in general,

- checklists of potentially important factors from: focus groups, community gathering, decision trees, pair-wise ranking, resource use trends etc.,
- techniques for identifying perceived benefits and prices: surveys, focus groups, comparisons of adopters and non-adopters,
- educational background, economic situation, gender, media access and other characteristics of the intended beneficiaries, cost-benefit-comparisons etc.,
- causal webs and wiring diagrams: Venn diagram, social network maps, relationship wiring etc.,
- systems analysis: influence matrix, effects and axis diagram, force field analysis etc.

Beneficiaries need to be consulted in the process of identifying problems and/or needs regarding their requirements or acceptability of a given innovation, i.e. a change in practice. A suggested procedure for conducting a participatory assessment of problems and needs is through a baseline survey on beneficiaries' Knowledge, Attitude, and Practice (KAP) on specific and critical behaviors and key factors. KAP survey is problem-solving oriented and it operates at

a micro-level, with a focus on determining at least three conceptual categories:

- Knowledge, attitudes and practice (KAP) levels of audiences vis-à-vis the critical elements of a given recommended or intended innovation.
- The KAP survey seeks qualitative information from respondents, e.g. through focus group interviews, such as on the reasons or causes of their negative attitudes and non-adoption or inappropriate practice with regard to the environmental problem.
- Information provided by KAP surveys is useful for campaign objectives or goals formulation and strategy development

KAP survey results can also be utilized for audience analysis and segmentation purposes to determine who needs which types of information/messages through what combination of multi-media materials and channels. In addition relevant findings from surveys on media consumption patterns and habits, media availability and reach, and other socio-psychological and anthropological research studies are useful inputs.

Step 3

Communication objectives

Communication objectives should be very specific and aimed at increasing knowledge, influencing attitudes, and changing practices of intended beneficiaries with regard to a particular action. A communication objective describes an intended result

Inadequate

”To provide irrigation for rural people”. ”To drill 4,000 ring wells and 2,000 tube wells by August 2006”.

Comprehensive

”To increase the number of small farmers in districts X, Y and Z using water from the wells to irrigate their farmland from the present 100,000 to 175,000 small farmers. within two years”.

of the environmental communication activity rather than the process of communication itself.

Once the problems have been identified and the stakeholders analyzed, the communication objectives should be defined. It should be pointed out, however, that

communication objectives are usually not the same as the project or program goals that are expected to be the ultimate results of the whole communication strategy plus other supporting outputs. The achievement of the communication objectives is a necessary, but not a sufficient condition for achieving the project or program goals. Communication objectives should specify some important elements or characteristics of the policy, project or program



activities that could help to provide a clear operational direction, and facilitate a meaningful evaluation. Some of those indicators are:

- the target beneficiaries and their location,
- the outcome or behavior to be observed or measured,
- the type and amount of change from a given baseline figure expected from the beneficiaries,
- the time-frame.

Any policy, project or program goal should be explicit in specifying what is to be accomplished, not just the general or operational elements to be achieved. The descriptions of both, project and communication objectives should be made more comprehensive and specific and reflect the actual scope of the program.

In the case of an irrigation program, examples of communication objectives that would support the achievement of general extension program goals could be:

- to inform at least 65 percent of the small farmers in X, Y and Z districts about the procedures and

- benefits of an irrigation system using ring and tube wells within one year,
- to reduce the proportion of small farmers in districts X, Y and Z who have misunderstandings and misconceptions about the cost and technical requirements of drilling and building ring or tube wells, from the present 54 to 20 percent in one year,
 - to increase the proportion of small farmers in districts X, Y and Z who have positive attitudes towards the practical and simple use of the irrigation system to water their farmland, from the present 32 to 50 percent within two years,
 - to persuade small farmers in districts X, Y and Z to use water from the wells to irrigate their farmland, and to increase this practice from the present 20 to 35 percent in two years.

Step 4

Communication strategy development

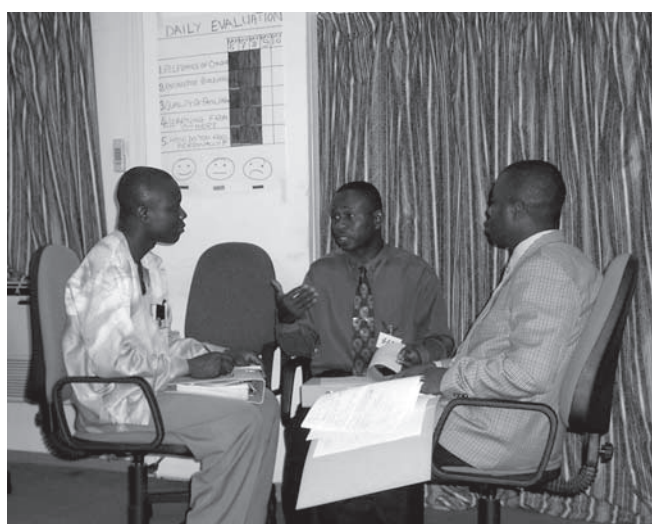
Planning is defined as a process of identifying or defining problems, formulating objectives or goals, thinking of ways to accomplish goals and measuring progress towards goal achievements. Planning has to include strategy planning, i.e. what to do and management planning, i.e. how to make it happen. There are three kinds of management activities for which regularly up-dated information is needed to make effective decisions: personnel, finance and logistics.

At this point, enough baseline data on problems, needs, actors, and project and communication

objectives is available to put all information in a context. The effectiveness of an environmental communication strategy depends very much on its planning which should be specific and systematic. Strategic planning reflects the beneficiaries' identified problems and needs and the way information, education, training and communication will be used in solving such problems or meeting the needs. Such a plan must outline the management actions to be taken in implementing the strategy. Strategic planning can be operationally defined simply as the best possible use of available and/or limited resources, i.e., time, funds, and staff, to achieve the greatest returns or pay-off, i.e., outcome, results, or impact.

The process of developing a strategic extension plan can be divided into two major parts. The first part is the process of strategy development planning which comprise the first eight steps of the communication strategy as outlined above, i.e. up to message design, media production and pre-testing. The second part is the process of management planning. When a plan for a strategy is completed, it must be translated into action. At that stage, the task of a communication planner shifts from strategy development to management planning. Even though these steps will only be implemented later, they need to be planned at this stage. To transform strategies into activities, management objectives must answer the 'what, who, how much, when, how?' questions.

The management should also develop an exit strategy for the time after the program or project has been finalized, and should identify and meet training and skills needs of both, field staff and beneficiaries.



Step 5

Participation of strategic groups

Participation is a process of motivating and mobilizing people to use their human and material resources in order to take their lives and their hopes in their own hands. Participation incorporates all project levels: assessment – planning – implementation – M&E.



The participation of strategic groups is such a crucial element in the EnvCom strategy because people will not change their environmentally relevant practices if they do not have a say in planning, implementing and evaluating the action for change. That is why it should be considered as an individual step in the mainstream of the entire process. But, like planning or evaluation, participation should be a continuous, not a one-shot effort. The keyword here is ownership. Ownership should be taken literally in terms of media products and communication processes not for or about people but with and by the people themselves. This procedure safeguards project or program sustainability and achieves the media mix that is best suited to the socio-cultural circumstances. It is difficult to 'own' TV, video, or radio because of the financial, technical and skills levels involved. It is much easier to 'own' a people's theater production or other community media that are managed and produced by local means and towards local ends. This doesn't imply, however, that participation should be constrained to the 'community media'. Instead, strategic alliances with the 'mass media' should be built that strengthen the 'upward compatibility' of the communication processes – e.g. a local theater performance on people's action related to an environmental problem that is recorded on video, edited professionally and broadcast on TV as a feature film or news cast.

Step 6

Media selection and mix

Experience and research show that using a combination of mass, group and interpersonal communication is most cost-effective. Based on the previous results of audience and KAP analyses and the preliminary considerations regarding the participation of strategic groups an appropriate multi-media mix should be developed. The media selected should be appropriate to the audiences' information-seeking habits, preferred information sources, media access, media consumption patterns, communication networks, and group communication behavior.

The rationale is that a coherent, coordinated and reinforcing system of communication should be able to address specific but varied information, attitude and behavior problems and needs of intended beneficiaries. No medium is effective for all purposes or target beneficiaries. Therefore, media should be selected and used for a single or specific rather than for different goals. A communication strategy usually has various information, educational and communication objectives. Different media and communication channels complement and reinforce each other. Each one has a unique characteristic or



particular advantage that is useful to accomplish a specific purpose. Strategic planning means to select which medium or combination of media should be used for what purpose by whom in order to deliver which specific messages to whom. Target audiences should be familiar with the media and have access to them. Media should easily accommodate ‚localized‘ messages that can be locally developed, produced and operationally supported,

GTZ bridged inter-cultural barriers between farmers and consultants in Bolivia and Nepal by means of comics and photo stories that have a high degree of identification and mobilization potential. Projects of the forestry sector used street theater for awareness raising on environmental issues in Honduras and rural radio in local languages in various countries. In Malawi, GTZ realized that modern mass media are not always appropriate to matters of environmental health and, therefore, prefers traditional media.

Step 7

Message design

Message effectiveness is a function of the reward the message offers and the effort required to interpret it. Hence, the effectiveness of a communication strategy largely depends on the ability of its messages to catch the attention and understanding of the target audience. Therefore, messages must be designed

STEP 7 THE BASIC RULES IN MESSAGE DESIGN	
KISS	AIDA
KEEP	ATTENTION
IT	INTEREST
SHORT	DESIRE
SIMPLE	ACTION
MESSAGE	

to fit the specific characteristics, educational and intellectual horizon and the aspirations of each group of intended beneficiaries. Also, they should fit the media selected. This is why they should not

be formulated early on in the strategy development. Otherwise, one project’s message may contradict another one’s, e.g. „establish a fish pond“ by the nutrition campaign may be counteracted by „get rid of non-running water“ of a health campaign. As especially urban populations are burdened with an ‚information overload‘, messages need to be strategically ‚positioned‘ so that they ‚stand out‘ from the others because they may otherwise not be noticed even though they are relevant and useful to the target audience.

For the message to be successful, it should follow the KISS AIDA principle that is often used in social marketing: Keep it short and simple in order to catch the audience’s Attention, raise its Interest and instigate Desire that will lead to Action in relation with a desirable sustainable practice. These points of orientation are derived from well-established findings from development communication and rural sociology: Any change process follows a pattern from awareness via interest and trial to adoption or rejection (see Rogers 1963, Branch 2 Social Marketing). In addition, the information should also be accessible, accurate, verifiable, complete, timely, and relevant.

The positioning of a message should ensure validity and relevance, facilitate informational, motivational or action needs and identify a message focus or theme according to the strategy’s issue or objective. Themes should be made attractive and persuasive by ‚packaging‘ the message utilizing psychological or social appeals such as fear-arousal, incentives, role model or civil duty. Also, themes should be given a special treatment in line with the strategy’s objectives that could be humorous, popular, fact-giving or conclusion-drawing. Messages should be pre-tested carefully per media and per target beneficiaries, especially visual information and (semi-) illiterate beneficiaries, for cost- and time-saving reasons.

Step 8

Media pre-testing and production

The media or material selected should not be mass-produced too early in the elaboration of the Strat-

Com strategy. The implementation of a multi-media communication strategy has a larger chance of being successful if the media materials are produced as planned and on time and if the combination of media are mobilized and coordinated as suggested. All actors involved in this process should be trained accordingly. The impact and effects of the strategy's implementation should be assessed by means of a built-in formative and summative evaluation.

In general, a clear briefing of all media designers and producers on communication materials regarding content, design, persuasion and retention rate should be undertaken. Precise plans for each material should be made, and all staff should be informed on involvement and timing. External communication experts may take over specialized tasks such as pretests before producing larger quantities of material. Integrated production timetables including all media employed should be determined precisely. Worldview International Foundation in its Indigenous Food Plants Program in Kenya used a mix of community media from traditional theater to video to counteract decreasing bio-diversity and food problems with the rural poor. Often, schools are used as an entry point with teachers as motivators and students as media who carry information home and instigate interest in vegetable gardens. As seed capital, training and extension are made available so that the new skills are immediately put to practice.

Step 9

Media performances & field implementation

This is the point in the strategy process where management planning takes over from strategy development as the main task of a communication specialist. One of the worst problems in communication strategy implementation is the untimely delivery or even unavailability of inputs or services required for the adoption of the recommended practice changes or actions by the target beneficiaries who have been motivated and persuaded before-hand. This may lead to frustration among members of this group and ultimately undermine the credibility of the strategy.



The implementation of a multi-media communication strategy requires a good management information system that provides the organizers with rapid feedback on important strategy activities and thus helps readjusting or changing the strategy if necessary. This information system should also take care of the proper coordination of various activities that often need to be carried out simultaneously.

A proper implementation of activities within the estimated time period is also essential. A delay in one of the inter-related multi-media activities will often trigger chain-reaction effects. Realistic time estimates should therefore be considered carefully per media and social group, considering the most appropriate events, occasions, times and places. If possible, coordinate with mass media inputs, and reinforce the strategy by side effects, incentives and non-economic benefits. Also, 'cross-fertilize' various media and communication channels, e.g. the emotional appeal of radio with the factual one of print media. Plan for multiplication effects among the various media used, e.g. a radio show about a people's theater performance. Create events that 'stage' media inputs such as festivals, VIP visits etc. 'Piggy-back', i.e. get a free ride on existing communication channels, extension services or other institutional outlets.

Step 1o

Process documentation and Monitoring and Evaluation (M&E)

Evaluation should be made a continuous effort of communication planners at all stages of the strategy. Its major focus should be on the efficiency of program implementation, the effectiveness and relevance of an activity or overall program, and the impact and effects of an activity or overall program.



There are different types of evaluation: Ex-ante appraisals are part of planning to estimate what effects should be expected. Formative evaluation during implementation assesses whether the program is on course. Ex-post impact assessment soon after implementation ascertains the effects of the intervention and rates the sustainability of those effects. Relevant questions often are: How appropriate is the media choice regarding the audio-visual literacy of the audience? Does the media choice help to strengthen the message? Is the message oriented towards people, not projects? Does the media choice respect culture and sensitivity of the audience? Does the message boost self-confidence and self-help? Are the messages heard, understood and accepted, and, most importantly, do they motivate and mobilize for behavior change and action?

Some of the fields relevant to SD, e.g. family planning or development communication, have developed key indicators to help program managers mea-

sure the outcomes of communication interventions and track the inputs and processes that contribute to success (see *World Bank 2003*).

Through a chronological description and analysis of successful and less successful decisions made during planning, implementation and management certain generalizations could be suggested for future replications of similar activities. Such a process documentation of the critical issues and decision-making requirements should be started from the very beginning.

Stratcom case studies from Vietnam

Poverty reduction

The Comprehensive Poverty Reduction and Growth Strategy (CPRGS) in Vietnam was prepared by a 52-member inter-ministerial committee headed by the Ministry of Planning and Investment (MPI) over a year's period until May 2002. MPI estimates that more than 500 officials plus representatives of NGOs were involved in the series of meetings and consultations held at national and sub-national levels. Putting the findings of community level consultations in the agenda broadened the discussion. National and regional workshops were broadcast on national and local TV stations.

In early 2005, Dak Lak Province began localizing the CPRGS into the provincial planning system and process. This process was partly facilitated by GTZ Rioplus. A communication strategy was needed as a management tool at the disposal of the actors involved. The cornerstones of a communication strategy were laid down in a planning workshop moderated by GTZ Rioplus with decision makers from the Departments of Planning and Investment, Labor, Invalids and Social Affairs, Natural Resources and Environment, Agriculture and Rural Development and Health, as well as the Vietnam Committee on Population, Family and Children, the Women's Union and the GTZ Rural Development Project in Dak Lak.

The initial scope of the communication strategy was limited to three major issues: Village and commune

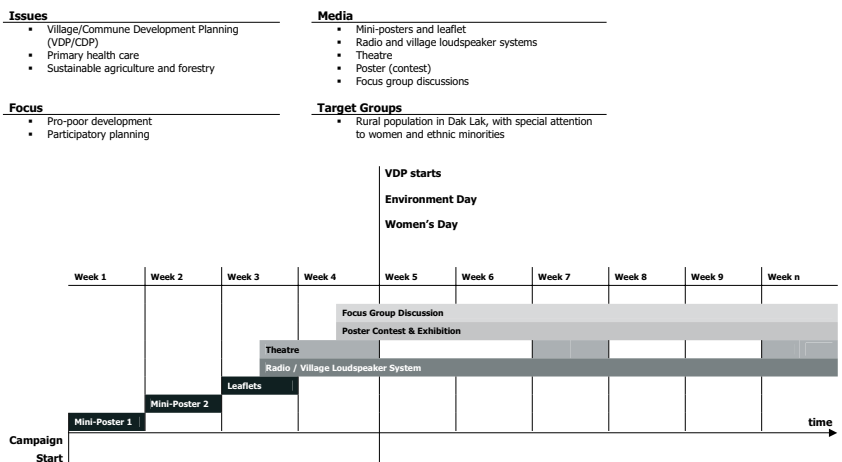
development planning (VDP/CDP), primary health care, and sustainable agriculture and forestry. The strategy was laid out in two districts, i.e. 22 communes and 250 villages with a rural population of approximately 80.000, about 30% of which belongs to ethnic minorities. These emphases are in line with the CPRGS development priorities 2005-210: grassroots democracy and participatory planning methods, poverty reduction, health care and gender issues, and sustainable agriculture and forestry. The selected issues share a focus on pro-poor development and participatory planning, and pay special attention to women and ethnic minorities as target groups.

In the planning workshop, GTZ Rioplus pointed at different levels of awareness of participatory planning on the rural population side – Knowledge, Attitudes and Practices or KAP: What is participatory planning, e.g. in VDP? What are the benefits of participatory planning? Why should I join participatory planning? Where can I participate? How can I join and contribute to participatory planning? It was planned the Dak Lak CPRGS communication strategy used a mix of media (see illustration aside):

- A series of A4 mini-posters and a leaflet with printed messages that will trigger awareness, interest and curiosity regarding VDP/CDP, health care, respectively sustainable development.
- A series of public announcements and programs on VDP, health and SD on the village loudspeaker system ('narrow-casting') and the district radio broadcasting system.
- A series of theatre performances on VDP, health and SD by village groups constituted by women, youth or school volunteers.
- A series of posters on VDP, health and SD produced by village groups constituted by women, youth or school volunteers as part of a contest which will be followed up by moderated focus group discussions.

Two weeks before the start of the campaign, hundreds of A4 mini-posters were distributed in the villages. The first poster just showed a word with a question mark, e.g. "VDP?" or "How is your

Poverty Reduction Communication Campaign in Dak Lak Province 2005



health?" There were posters in Vietnamese and separate ones in two ethnic languages. A red base color attracted the attention of the target groups in places such as markets, schools, health centers, bus stops etc. One week before the campaign was in full swing, mini-poster 1 was replaced with mini-poster 2 announcing that there would soon be an answer to the question on mini-poster 1. When the campaign got fully off the ground, thousands of A5 leaflets were distributed to households and in public places containing short and simple statements related to the question in the mini-poster, and an invitation to a specified public event such as theatre performances, poster contests, exhibitions, meetings etc. to learn more about the subject matter.

At the time when the leaflets were distributed, there were public announcements on the village loudspeaker system and on public radio. These were later backed up by more substantial programs put on air such as radio dramas or expert interviews. As to add motivating and emotional media to the campaign, theatre and role plays were organized. The script of the plays focused on question such as "What are the benefits of pro-poor development and participatory planning related to 'VDP' or 'Health' or 'SD'? Why and how can people, especially women and ethnic minorities participate? Which village groups could engage in such a theatre play? Also, events such as Environment Day, Women's Day etc. were used as a 'frame'. As a follow-up of the mini-posters and leaflet, the radio and loudspeaker programs, and the theatre used before, the campaign also used a poster

contest and focus group discussion related to the sub-themes.

The budget could be adjusted according to needs: Reaching all villages with the mini-posters and leaflets, the radio and village loudspeaker system, and 70 out of 250 villages with theatre performances in combination with focus group discussions would cost an estimated Euro 4.000. Should the objective be to reach all of the 250 villages with theatre performances and focus group discussions, an estimated Euro 9.500 would be needed.

Vietnam Agenda 21

In August 2004, the Vietnamese government issued the Strategic Orientation for Sustainable Development in Vietnam, also called Vietnam Agenda 21 (VA21). MPI as a coordinating body launched a one-year media campaign that provided a start-up and continuous promotion of the VA21 process and show-cased success stories from pilot projects in six provinces and four sectors, and social groups'

makers at the national, provincial and district level, 3-representatives of social organizations such as women or youth, 4-representatives of private and state-owned enterprises.

The main impetus of the one-year VA21 media campaign was through a new TV magazine set up with VTV2, the educational channel. As TV best covers the general public at large, other media were used for specific target audiences in addition. Particularly, local TV and radio stations in pilot areas, a VA21 website and newsletter, an 'SD Forum' run by social organizations, and specialized newspaper and magazine contributions were employed.

The contents or general themes of the media productions were selected under meaningful headings selected from among the VA21's 19 Prioritized Activities and focused on the VA21 pilot provinces and sectors, e.g. Environment, Population, Rural Areas, Education, Poverty, Resources, Coastal Areas, Mountain Areas, Economy, Health, or Forests. This

VA21 – Media Campaign Overview

Media	2 0 0 5											2 0 0 6					
	3	4	5	6	7	8	9	10	11	12	1	2	3				
VTV2	3 x 30' weekly, re-broadcast in provinces on agriculture, industry, recycling in Bak Ninh; tea, poverty alleviation, ethnic minorities, biogas in Thai Nguyen; livestock, rice, forest in Son La; high-tech and shrimp farming in Mekong Delta																
VTV1				2-5 x news + features on all SD themes and issues, re-broadcast in provinces													
VoV Radio	2 x 10' programs weekly nationwide on all SD themes and issues, re-broadcast on provincial radio stations																
VA 21 Newsletter				4-page Vietnamese + 2-page English issue per quarter on SD laws, environmental protection, local A21, car, tourism + construction industry, SD indicators + communication, biodiversity													
'Education' Newspaper										2 x ¼ page per week in newspaper and 1 article in monthly magazine							
Focus Groups			One forum per quarter for IA21 coordinators, women and youth + other organizations														
VA21 Website	VA21 news, events and developments added regularly																

activities. GTZ Rioplus assisted in developing and implementing a communication strategy in 2005-2006.

VA21 distinguished four major target audiences: 1-political decision makers in people's committees, party branches, provinces and sectors as well as pilot projects, 2-planners, managers and policy

constituted a media production plan by themes which precisely associate specific issues under a general theme per month with the media selected for the VA21 communication strategy (see illustration aside). The plan allowed for a synchronization of different issues covered by different media for different target audiences at the same time. The theme and time sharing helped media and messages mutu-

ally reinforce each other. The same pattern applied to programs re-broadcast by TV and radio stations in some of the six VA21 pilot provinces. Hence, mass media – best suited for their regular programming and massive outreach – were complemented by interactive community media that facilitated dialogue and action-orientation at the ‘grassroots level’, particularly in areas where VA21 pilot projects started to “do something good” which the media can “talk about”. The TV programs were mostly broadcast on Saturday at 17:30, Sunday at 12:00 and Monday at 6:30 at VTV2. News editors and film makers of VTV1 were contracted to produce regular SD news to be broadcast nationwide on VTV1, and to produce a 30 min feature film about wetlands. Voice of Vietnam (VoV) produced two radio programs of approximately 10 min per month broadcast nationwide on the first and the third Saturday of the month at 10:30. Additionally, the programs were re-broadcast at the provincial radio stations in the six VA21 pilot areas, embedded in programs specifically targeting audiences such as farmers, women, youth, urban dwellers or ethnic minorities, depending on the issue of the program. The VA21 quarterly Newsletter comprised a four-page Vietnamese and a two-page English version per issue in 2005, first published in August 2005. The newsletter took up articles from the VA21 Team at MPI and in the pilot provinces and sectors, and made cross-references to TV and radio programs as well as Forum discussion results relevant to VA21. A total number of 3.000 copies per issue reached key recipient institution in each of the 90 districts in the six pilot areas, e.g. People’s Committees, line agencies related to industries, economy, agriculture, forestry, rural development, health or labor, as well as media and educational facilities etc. Additionally, a regular cooperation with one of the most influential newspapers and magazines in the education sector, “Education Era”, was established. The newspaper is published four days a week and the magazine once a month at a circulation of 35.000 copies each. Two articles per week of a ¼ page each incl. the VA21 logo are printed by the newspaper, and one article monthly by the magazine. VA21 also had its own internet website featuring news, events and developments regularly and providing cross-references to the contents and



schedule of the other media employed under the VA21 campaign umbrella.

Local level complementation of the national VA21 communication strategy was organized through several three-day, national-level ‘SD Forum’ and training workshops with the Women’s Union, the Youth League and other social organizations in 2005-2006. Each forum had 40-60 participants and was organized as a focus group workshop moderated by a GTZ expert. In general, the one-day events started with a thematic overview by means of showcasing success stories or other examples relevant to major SD issues at stake. Participants then brainstormed relevant aspects and sub-themes of the issues. The plenary then split up into working groups addressing the sub-themes and present discussion results in plenary. Finally, a conclusion and an action plan were elaborated. The national events were partly re-staged in the six VA21 pilot provinces as to increase outreach and to maximize impacts. In order to intensify inter-media cooperation, the editor of the “Education Era” newspaper, an editor of VoV Radio and a VTV film editor participated in one of the workshops.

Involving the people

Information campaign

Up-front of an SD initiative, a campaign should be launched that informs people about the initiative at hand, its goals, ways of working, its benefits, and the ways in which local people and groups can become involved and gain from it. Prejudices or false information about the initiative should be dealt with first. Potential costs and information about what the initiative will and will not do should be pointed out. Wherever possible, strategic alliances should be built with local institutions, schools, NGOs, women's groups, community-based organizations, government, and cultural and religious institutions. If necessary, at least some information tools that are not dependent on literacy should be used, e.g. community meetings, street theater or pictorial posters. Freely distributed information can help build trust between the management of the initiative and the local stakeholders, and can greatly increase the level of local awareness, not just about the initiative but about the general state of local resources.

Sustainable Development discussion sessions

Discussion sessions in local communities, in the local language, should be organized emphasizing a dialogue approach and using techniques and tools that are culturally appropriate and appealing (e.g. theater, games, audiovisuals, competitions). Information on the initiative and its benefits in the local area can be included. There are many ways to discuss SD matters that are user-friendly, fun and involve the whole community, including children and the elderly. For instance, helping people to develop a theater play, slide show, photo story or video on local problems and resources can be very effective in raising awareness. Discussions allow the project management staff to learn about local people's rationale for their actions. Open-ended discussions may improve their understanding of the causes of SD problems. Staff can then look for solutions that local people feel are beyond their control.

Regular follow-up sessions should be held, as one cannot expect a single event to have an impact. Local people will appreciate scheduling regular sessions as evidence of staff commitment.

Public relations service

If the SD initiative is large, a public relations service can be set up. It should be a place that people can visit to ask questions and offer alternative ideas. It may also be a place to disseminate information, an entry point for relevant databases and, possibly, a coordination center for consultants and training.



Brochures and posters, presentations to schools and churches, guided tours of the environmental area, and audio-visual displays should be considered. Media and messages work best if they are produced and flavored by local people (artists, teachers, business people) in the local language. A system should be put in place that ensures that all requests for information are dealt with promptly and that people are kept informed of actions taken in response to any suggestions or complaints. By collecting views and information, the service can also act as a monitoring mechanism, picking up local perceptions, identifying sensitive issues and stakeholder conflicts as well as positive experiences related to the initiative. It can also be the basis for networking on key issues.

Helping stakeholders organize

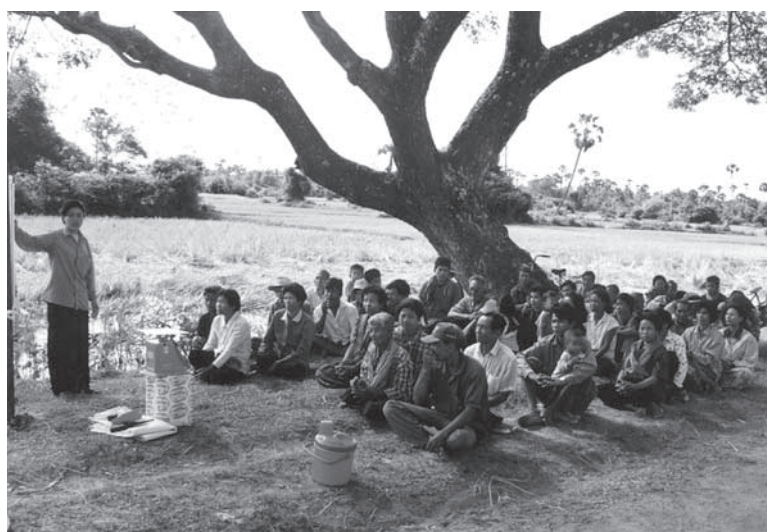
Where there are power differences that disadvantage some stakeholders, the balance may improve if such stakeholders organize themselves in formal or informal ways. Such stakeholders should be

assisted to this end, e.g. by offering information, training in managerial and financial skills, access to credit, opportunities to meet with organized groups, opportunities to discuss issues with specific bodies, access to technical, organizational and legal advice. Making sure that all stakeholders are able to develop their own position and form of representation may initially result in more challenges to the initiative. In the longer term, however, through mass mobilization or putting local knowledge to good use, the initiative can greatly increase the level of local support and provide an effective counterbalance to destructive outside forces. In providing such assistance, it is important that the approach is compatible with the culture and practices of the stakeholders concerned. People need to feel that being part of an organized group is necessary to protect their interests.

Institutionalizing conflict management

Local people should be asked about traditional methods of conflict management (mediation, negotiation, etc.). Again, one should build on what exists, identify a relevant new body (e.g. a local council) or nominate an individual to mediate and deal with conflicts between stakeholders and the initiative's management, or among stakeholders. This body or person should be widely respected, and have the trust of all parties involved, particularly indigenous groups. Gender issues should be kept in mind so that both men and women have confidence in the system adopted. The mediating body must be sensitive to power imbalances between stakeholders (users, regulators, etc.) and be able to maintain a neutral position in the conflict. There are two main kinds of conflict: conflict among users, and between users and managers/regulators. Each may require a different approach. A commonly accepted mediator often resolves conflict among users. Social and community pressure for compromise can also help. Conflicts with major power differences are more difficult. Often there is a strong sense of mistrust between the parties, the sides are not equal in strength, community pressure is ineffective and there is political pressure to settle

issues quickly and without compromise. Several factors are particularly important. The conflict management institution must not be seen as being aligned with any party, including management. Those entering into agreements must have the authority to represent their groups. And the conflict management institution must have coercive and/or moral power to enforce agreements.



Participatory appraisal and planning

Participatory appraisal methods (e.g. PRA) should be facilitated by and with a variety of stakeholders. The local biological and socio-economic environment, existing interests, capacities and concerns relating to the SD initiative should be dealt with. Involving affected parties in identifying relevant issues and potential activities can increase their knowledge and appreciation of the initiative and give them a sense of ownership in its future direction. It can also help to reduce the potential for conflict in the implementation stage. In turn, involving the staff and management of the initiative in the process gives them a greater understanding of the concerns and capacities of various stakeholders. The commitment of the decision-makers to take into account the results of the participatory planning process should be ensured. Failure to do so will create frustration, disappointment and distrust among the participants. The PRA process

also incorporates regular participatory monitoring and evaluation to review objectives, the approach, activities and results.

Addressing local needs

Special events and ideas fairs

Special events can be organized to elicit new ideas for initiatives to link local livelihood with environmental initiatives. Awards can be provided for the best ideas (“ideas fair”) and activities, and linked with sports matches, market occasions, or religious celebrations. Local newspapers and radio stations could promote the event and support environmental awareness. Video shows on environmental issues could be used as a stimulus to generating ideas. Competitions and prizes – not only for ideas but also for concrete achievements (e.g. largest variety of seeds of a given food crop, most efficient irrigation system, largest area reforested by a community) – would link the event with a general promotion of SD awareness and capacity. Special events tend to attract a large number of people and create great visibility, especially in isolated areas where gatherings are relatively rare.



Primary environmental care

Primary environmental care (PEC) projects combine local environmental care with meeting local needs, and are, thus, likely to combine SD with poverty reduction issues. Staff of the environmental initiative can act as “matchmakers” to assist local groups in obtaining the inputs which they themselves identify as being crucial for projects to

succeed. Such inputs may include credit, specific technologies, political support, training courses, networking with similar projects or study visits, as well as specific information and advice. In some cases a revolving fund can be established to support



the best community-generated projects that meet PEC criteria. This is particularly appropriate when capital is available to support both environmental and people’s welfare.

Integrating the initiative with local empowerment

Participatory assessment and planning processes can deal with initiatives in natural resource management, poverty reduction and population dynamics in an integrated fashion. Local authorities may be lobbied to enhance local capabilities for income generation, job training, basic education, reproductive health and family planning, and to facilitate a good measure of local awareness and control of local migration phenomena. Poverty, disease and rapid changes in local population have a powerful effect on the management of resources. If the SD initiative is not concerned with poverty, health and population dynamics, it may become incapable of dealing with phenomena such as deteriorating quality of life and inequitable distribution of resources. These are often at the root of the opposition and conflicts that undermine the sustainability of environmental and development initiatives. Such initiatives help local stakeholders, including government authorities, to consider and discuss resource

management issues together with issues of poverty and population dynamics.

Managing a Sustainable Development initiative

Integrating local culture and traditions with the Sustainable Development initiative

Traditional beliefs and values should be linked with the objectives of the initiative, expanding and enhancing positive traditional activities. For example, some resources could be dedicated to collecting background information on traditional practices and activities, and these could be discussed in joint meetings between local people and project staff. In agreement with the local people, their stories and myths on environmental issues could be recorded and stored in ways that provide easy access (e.g. cassette tapes). The recordings could be presented to the community as a contribution from the environmental initiative.

Continuous communication

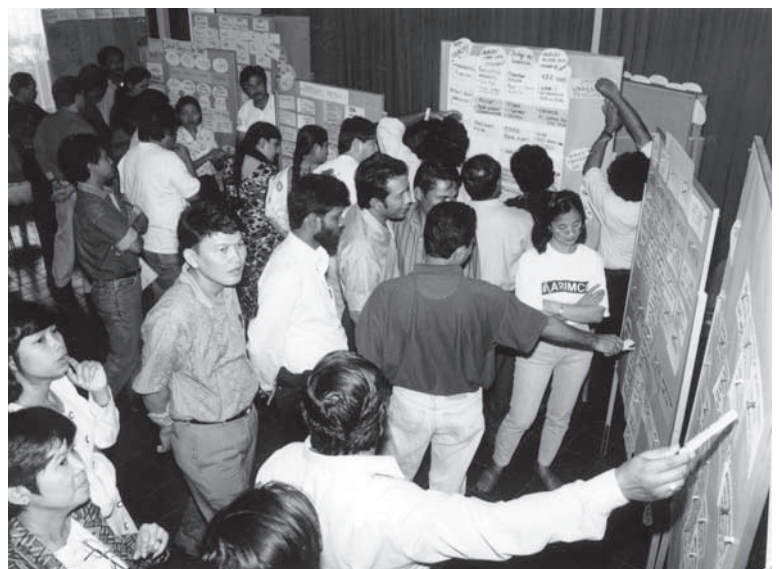
The task of maintaining continuous relationships with local stakeholders should be maintained by a regular series of events such as a weekly or monthly radio program, or a theater group performing at ceremonies or local social occasions in which people expect to hear news about the environmental initiative. Events should be made as interactive as possible by accepting calls from listeners, reading out letters received, inviting local speakers, asking the audience to comment, intervene in the scene, etc. A regular newsletter in the local language is another possibility if it is comprehensible to local people and addresses matters of interest to them. This can be achieved by involving local people in the preparation of the newsletter and other events to enrich and „test“ the effectiveness of the chosen communication tools and avenues. Ongoing communication is important for maintaining trust between the parties. The links also facilitate a sharing of information and the prevention of conflicts. Particularly, local opinion leaders should be kept informed about the environmental initiative through meetings, letters, telephone or personal contact. This will reduce the possibility that they resent the

environmental initiative and use their influence to undermine its credibility.

Sharing responsibility through alliances

Inter- and intra-institutional cooperation

Ultimately, all communication planning is intended to result in action. The major goal of StratCom is improved quality of life and increased environmental protection by promoting ecological sustainability. This implies a change in practices. As numerous studies have shown, improved knowledge and changed attitudes are not sufficient to bring about such change. Sustainable practices are influenced by a number of factors including inter- and intra-institutional cooperation. This is particularly true of SD problems that are highly complex and cannot be solved by individuals or a single organization. The implementation of the concept of sustainable devel-



opment shows this impressively: we need cooperation between different actors on different levels. Therefore, a precondition for a StratCom strategy to be effective is cooperation in and between the institutions involved. This would appear to be self-evident but in reality well-meant StratCom strategies very often fail at this point.

The reasons all have a structural deficit in common: The lack of incentives makes cooperation in

and between institutions not appear worthwhile, sometimes even dangerous. This is the case even if the people involved consider cooperation necessary. Strengthening partner organizations also means the improvement of internal and external relationships. The strategy should demonstrate individual and collective advantages of cooperation and help organizations establish corresponding incentive systems, resulting in a better position in the institutional landscape.

The improvement of inter-institutional cooperation is somewhat more complicated since intra-institutional cooperation is very often a prerequisite. Here it is also important to create incentives. Projects with external advisers can take strategic advantage of their special status. Generally, they can act relatively freely, very often having access to all hierarchies in relevant institutions. The analysis of preferences and restrictions of all actors and institutions to be involved in a communication strategy supplies them with an information lead. This can be used strategically and utilized for cooperation.

A successful communication strategy in itself can be a positive factor in inter- and intra-institutional cooperation. Team-building and vision workshops, training and other similar events can be used to achieve this. The fields of training may include organizational development, team building, networking, sustainable development, strategic communication, conflict management, systems thinking etc. The creation of temporary cross-sectoral working groups dealing with a specific task should be taken into consideration as well. Joint field or project visits or informal round tables help to identify common interests and to reduce mistrust. A rather unobtrusive way to initiate cross-institutional cooperation is to provide advanced training. The subject of the training does not necessarily have to relate to the issue of the planned communication strategy. The topic "Conflict Management" is particularly suitable for promoting better inter-institutional cooperation. Cooperation and communication as well as expressing personal interests, fears and expectations are at the center of simulations and role-plays that are part of the training.

Strategic alliances with appropriate partner institutions

Strategic partner institutions should be identified which offer training or outreach programs for the majority of target beneficiaries. However, the compatibility of an institution's mission or mandate with environmental education and communication goals, and the added value resulting from such a synergy should be observed. SD initiatives should encourage "buy-in" by relevant agencies or institutions, and capitalize on interagency or multi-sectoral contributions and participation of multidisciplinary teams of specialists or resource persons. Environmental education and communication requires a multidisciplinary, cross-sectoral, and interagency team approach. Policy advisory committees and implementation task groups may support such an approach. Coordination and collaborative mechanisms can be specified by line agencies concerned, for example, with the environment, agriculture, health, education, population, rural development, etc. The latter should enlist active environmental champions and local development stakeholders.



Partnership and institution building

Instead of "retailing" StratCom activities by organizing and conducting training on an ad hoc, sporadic basis, make "franchising" arrangements by collaborating with interested training institutions in developing their staff capabilities in planning, developing and conducting related activities in a sustainable and institutionalized manner. Efforts should focus on integrating relevant environmental

education and communication topics into existing curriculum or regular extension and outreach activities. Master trainers and moderators should be trained in the application of StratCom methods and instruments. The reproduction and utilization of pretested StratCom materials as a standardized, generic, „must-know“ training contents package should be supported.

Mainstreaming Sustainable Development

Strategic positioning of SD education and communication messages

In message design, the critical interplay among issues concerning sustainable development, food security, rapid population growth, environment deterioration and other relevant poverty alleviation issues such as health etc. should be analyzed. Relevant critical messages of population education, environmental education and communication and agricultural extension and training should be matched so as to identify priority contents and integrate entry points.

Relevant messages can be „piggy-backed“ through existing communication channels which have large and regular clientele in an institutionalized and sustainable manner. The suggested target groups can be master trainers of relevant training institutions, trainers of extension and outreach workers, field workers of public extension services and NGOs, selected farmers and community leaders. The potential partner institutions with which alliances should be built are agricultural extension and training agencies, environmental management agencies, rural development training and adult education institutions, rural development oriented NGOs, community-based development centers or multimedia development, production and training centers. Other suggested communication support activities may include strategic multimedia extension campaigns (SEC), social marketing programs, the use of voluntary workers or intermediaries (e.g. school teachers, religious leaders, village chiefs, health workers, etc.) as “barefoot” SD education and communication champions, the use of popular culture for shaping public opinion, and facilitating

policy and technical exchange through conventional and virtual networking.



Increasing stakeholder participation and facilitating sustainability

Using a participation-oriented approach to encourage local ownership of SD and StratCom initiatives, training needs assessment and problem identification methods facilitate strategic planning processes for designing relevant and demand-driven SD education and communication programs. Participation of key stakeholders at all stages of the planning, implementation and monitoring process is critical for transferring technical and management skills and program responsibilities. Participatory curriculum development activities by a team of local trainers and a pool of multidisciplinary resource persons can produce more relevant content materials for training and outreach. The use of local trainers and teams of resource persons in developing and testing learner-centered, client-focused, and needs-based StratCom modules or materials will facilitate the local ownership and proper utilization of such modules. This is more successful than employing expert-driven and top-down oriented training packages, and the unsustainable practice of expecting local trainers to use imported training materials developed by international experts.

Inducing Quality Management and Standards
A general consensus on the StratCom conceptual

framework, operational process and implementation guidelines should be obtained among cooperating institutions. Objectives, measurable outcome indicators, the implementation time frame and resource requirements should be determined and agreed upon. Opportunity for participatory peer review and progress monitoring is essential during critical stages. If available, constructive competition and consultation features through rewards and recognition, e.g. participation in international meetings, appointment as regional resource person or consultant, use as model activity, increased funding, etc., will encourage quality assurance.

Facilitating StratCom replications

In order to prepare a proper documentation of StratCom initiatives, the process and critical decision-making steps as well as the implementation procedures and the contextual background should be documented in detail. Standardized performance, outcome and impact indicators for comparative analysis of StratCom activities facilitate this effort. In order to complete the “last-mile” tasks of consolidating, summarizing, and disseminating the process, methods, results, and lessons learned of StratCom activities in a user-friendly, attractive and captivating manner, adequate resources have to be committed. These efforts are especially aimed at relevant policy and decision-makers, for further improvement, expansion and replications of StratCom activities at various levels.

Specific examples for best practices can be found in the collection of case studies in Oepen/Hamacher 2000, pp 171-234.



The Do's and Don'ts of Strategic Communication for Sustainable Development

- Strategic communication is implemented in steps related to analysis, planning, production and action and reflection phases.
- Nobody knows everything but everybody knows something. Participatory situation and audience analyses allow project planners to understand the real problems, barriers and chances.
- Don't jump to conclusions or assumptions, for example as far as knowledge, attitudes or practices (KAP) of relevant groups are concerned. Do your homework, for example a KAP analysis as part of a PRA.
- Listen before you talk. Make sure you understand your 'target groups' before you start mass producing expensive media.
- Ask the right questions: „Who should do what? Why are they not doing it? What are the communication barriers? What are the advantages, incentives and benefits of the proposed 'new' practices? What are the advantages, incentives and benefits of the prevailing 'old' practices? How and where do you reach relevant groups? Which traditional and mass media or communication channels do they use? Who do they trust, who not? Who should you win over as a partner?
- Involve relevant groups pro-actively, from the start and continuously – not only in communication processes but also in media productions.
- Men and women are different. So are old and young. Segmentizing your audiences, therefore, is the nuts and bolts of any communication strategy.
- Different groups need different media that correspond with their living conditions and communication habits. The same is true about their interests through appropriate communication channels.
- Every media is good for something, but no medium is good for everything. This is why a balanced media mix is a crucial success factor. It depends on the communication objectives and on the social groups to be involved and to be addressed.
- Work with instead of for these groups, also as far as selected media and messages are concerned.
- Projects should fit people, not the other way around. The success of 'sustainable development', 'resource management' or 'biodiversity conservation' ultimately depends on their respective advantages, incentives and benefits for the people affected.
- Strategic communication should help overcome barriers create incentives and offer capacity development and training for partners, relevant social groups and project staff.
- You should develop indicators early on so you may assess impact and success continuously. This requires baseline data as you need a 'yardstick'.
- Be dynamic and flexible. Use 'piggy-backing' and strategic alliances with partner you may not even have to pay. This will provide you with additional opportunities.
- Strategic communication requires continuous process documentation and formative M&E. This will help you identifying innovative problem solutions.
- Do good and talk about it. Don't talk before you haven't done good. Success stories and easily visible impacts should be communicated beyond the immediate scope of the project.

(adapted from GreenCOM 2002)

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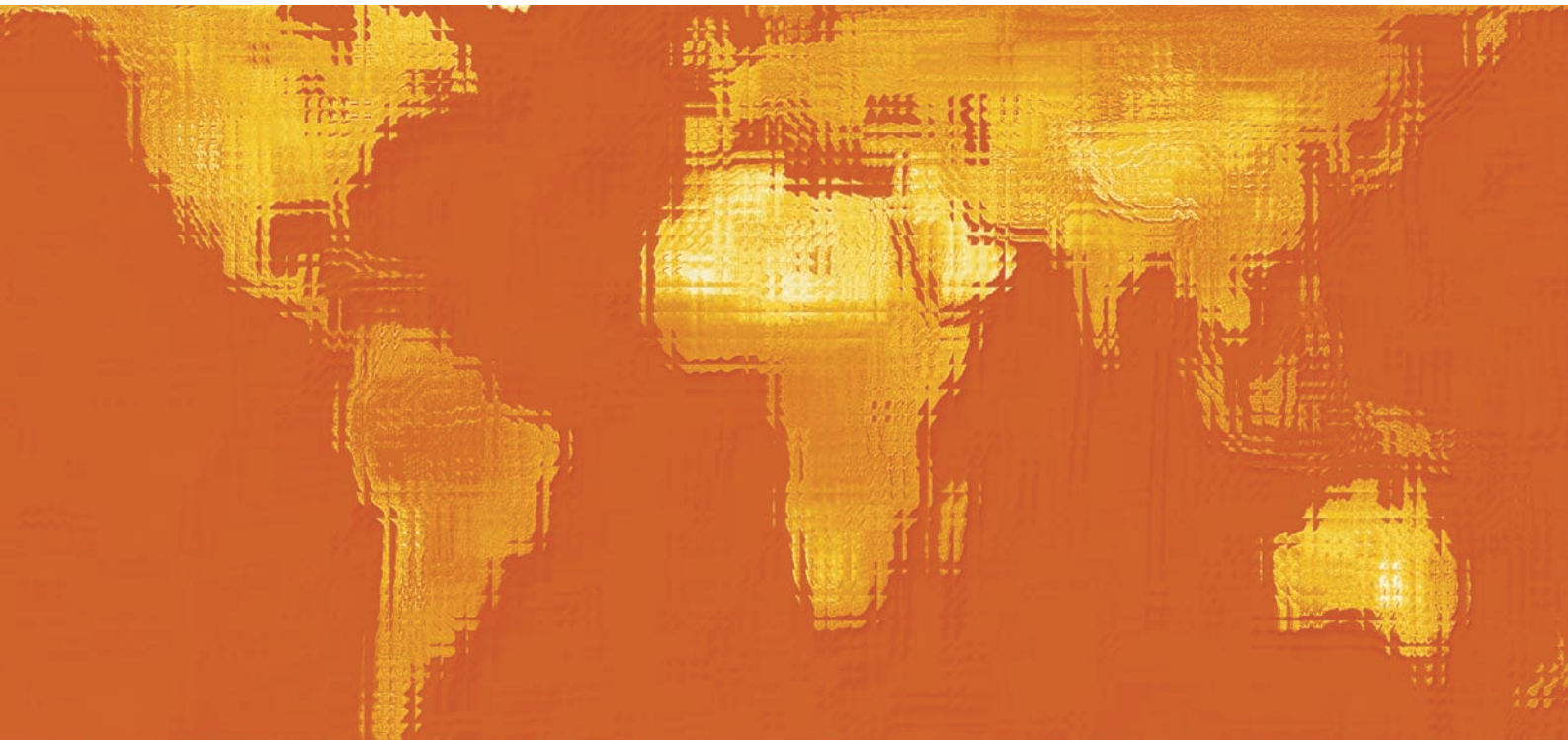
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Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
ARNEE	ASEAN Region Network for Environmental Education, Indonesia
ASEAN	Association of South-East Asian Nations
CEC	IUCN Commission for Education and Communication
CEO	Chief Executive Officer
CM	Conflict management
CPRGS	Comprehensive Poverty Reduction and Growth Strategy
CSS	Community Self Survey
DAC	OECD Development Assistance Committee
DevCom	Development communication
EE	Environmental education
EEN	The Environmental Education Network, USA
EETC	FAO's Strategic Extension Campaign
EnvCom	Environmental communication
FAO	Food and Agriculture Organization
GREEN	Global River Environmental Education Network
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HIV	Human Immune Deficiency Virus
ICT	Information and Communication Technology
IIED	International Institute for Environment and Development
IUCN	World Conservation Union
KAP	Knowledge, Attitude, Practice
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MOVE	Moderation and Visualization for Group Events
NFE	Non-formal education
NGO	Non-Governmental Organization
NSSD	National Strategies for Sustainable Development
OECD	Organization for Economic Co-operation and Development
PRA	Participatory Rapid Appraisal
PRS	Poverty Reduction Strategies
PRSP	Poverty Reduction Strategy Paper
PUEA	Participatory Urban Environmental Appraisal
REA	Rapid Environmental Appraisal
SADC	Regional Environmental Education Network, South Africa
SASEANEE	South and South East Asia Network for Environmental Education, India
SD	Sustainable Development
SEC	Strategic Extension Campaign
SIA	Social Impact Assessment
StratCom	Strategic Communication
SWOT	Strengths, Weaknesses, Opportunities and Threats
UN	United Nations
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme

UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
VDP / CDP	Village Development Planning / Commune Development Planning in Vietnam
WCCD	World Congress on Communication for Sustainable Development (World Bank)
WWF	World Wildlife Fund



Deutsche Gesellschaft für Technische
Zusammenarbeit (GTZ) GmbH

Rioplus - Environmental Policy and
Promotion of Strategies for
Sustainable Development

Tulpenfeld 2
53113 Bonn
Germany

Phone +49 - 228 - 98 53 30
Fax +49 - 228 - 98 57 018
eMail rioplus@gtz.de

