Integrating Communication for Development [C4D] into the Common Country Assessment [CCA] and the United Nations Development Assistance Framework [UNDAF]

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Abstract:

The 10th UN Inter-Agency Roundtable on Communication for Development (C4D) recommended systematic incorporation of C4D into UN planning processes and specifically in revised UN Common Country Assessment [CCA] and UN Development Assistance Framework [UNDAF] processes.

This discussion paper demonstrates that integrating C4D processes into the CCA and UNDAF strengthens UN Country Team (UNCT) analysis and adds value to its collective programme response to identified national priorities. The paper notes the close alignment between aspects of the existing CCA/UNDAF guidelines and principles of C4D, and identifies possible C4D 'entry points', which should be discussed with members of the UNDG as part of a process to ensure explicit incorporation of C4D into subsequent revisions of the guidelines. It further recommends the creation of a coordination mechanism at the start of future CCA/UNDAF processes to ensure the incorporation and integration of C4D principles and expertise. Illustrative C4D outcomes and outputs are also provided, along with an example of how C4D outputs might be integrated into an existing UNDAF.

Discussion Paper 13
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1.   INTRODUCTION

Communication underpins human development because it enables people to access, produce, and transfer to others information and knowledge that is important for their empowerment and progress. Through communication, people are able to arrive at their own understanding of issues, consider and discuss ideas, and engage in national and community public debates. Communication enables people to negotiate, develop and act on knowledge, and it facilitates the formation of public opinion without which democracy cannot exist.

In 1996 through General Assembly Resolution 51/172, the UN adopted a formal definition of Communication for Development [see box]. Since then other complementary definitions of C4D have been advanced by various development actors, reflecting increased understanding of the role of C4D in development processes – this was clearly expressed through the 2006 World Congress on Communication for Development in Rome, organized by FAO, the World Bank and the Communication Initiative [see box].

> General Assembly Resolution 51/172 of 1996:
>
> *'Communication for development stresses the need to support two-way communication systems that enable dialogue and that allow communities to speak out, express their aspirations and concerns and participate in the decisions that relate to their development'.*
>
> In 2006 the World Congress on Communication for Development defined C4D as:
>
> *'A social process based on dialogue using a broad range of tools and methods. It is also about seeking change at different levels including listening, building trust, sharing knowledge and skills, building policies, debating and learning for sustained and meaningful change'.*

Put simply, Communication for Development (C4D) enables people, particularly the most disadvantaged in society, to participate in shaping decisions that affect their lives.

Yet at a time when new communication technologies and rapidly changing media landscapes are fundamentally reshaping communication patterns in most societies, communication as a tool and as a methodology receives disproportionately little attention in development strategies.

To address this deficit, a background document for the February 2007 UN Inter-Agency Round Table on Communication for Development - *Towards A Common UN System Approach: Harnessing Communication to Achieve the MDGs* - elaborated the relevance of Communication for Development [C4D] in achieving global development objectives.[1]

Despite its importance, the paper confirmed the relatively low priority allocated to communication within development programmes and provided explanations for the fragmented and disorganized nature of communication initiatives at the country level. It recommended that C4D be incorporated systematically into UN planning processes at both headquarters and at country level. Key proposals advanced to meet this overarching recommendation included incorporating

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[1]   Prepared by UNDP for the 10th Inter-Agency Round Table on Communication for Development in Addis Ababa, Ethiopia, February 2007.

C4D analysis and activities into revised UN Common Country Assessment [CCA] and UN Development Assistance Framework [UNDAF] processes.

This follow-up paper seeks to demonstrate that integrating C4D processes into the CCA and UNDAF strengthens UN Country Team (UNCT) country analysis and adds value to its collective programme response to identified national priorities. The paper begins by reinforcing the link between sustainable development, participation and C4D before examining the close alignment between information and communication processes. It then sets out how specific areas of communication analysis can enhance broader country social and political analysis before suggesting indicative C4D entry points within the UNDAF Results Matrix.

1.1. Sustainable development, participation and C4D

The CCA and the UNDAF are the primary instruments through which UNCTs contribute to national development processes aimed at achieving an internationally endorsed concept of sustainable development.[2] Success in achieving the MDGs and the broader global agenda of democratic governance and sustainable development will be determined in large part by the extent to which national planning processes are informed by all sections of society.

This requires the genuine participation of those most affected by development, including those at the margins of society, and not just the involvement of privileged groups. Participation processes significantly influence whose voices are heard and whose are 'muted' or absent. Broad and equal political participation is considered a prerequisite for responsive and democratic governance.[3] Such participation can only take place if the information needs of all citizens are met and the voices of those most affected by policy decisions are heard. Communication can therefore be seen as a prerequisite for effective participation and central to achieving sustainable development.

C4D is essential across all programme sectors including health, nutrition, water and sanitation, education and social protection. In the health sector alone, C4D plays a critical role in ensuring high quality basic health services including, for example, vaccination, food supplementation, and the prevention and treatment of malaria.

The rapid spread of information and communication technologies (ICTs) in recent years is transforming how people communicate and exchange information with each other - and what information they access. It has a consequent impact on the dynamics of social, political and economic life. This ICT 'revolution' includes mobile telephones, internet and new media and presents significant opportunities to enhance information and knowledge exchange and improve livelihoods. Traditional media systems, in the form of broadcasting and print, have also undergone rapid change over recent years prompted in part by new technologies and in part by widespread liberalization.

However, not all sections of society are able to take advantage of rapidly evolving ICTs.[4] While these technologies open up many new opportunities for public participation, they can widen the gap between the better off and the poor - between those with connectivity and the reading/writing skills to use the new technologies and those without - thus impacting the potential to achieve sustainable development.

Solutions that could be put forward are those that enable people to share information and shape 'their' development, like open source software, open content copyright approaches, larger public domains, e-governance, and platforms for online dialogue, with an attendant emphasis on participatory planning with communities.

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[2] The CCA/UNDAF guidelines include instruments such as the Millennium Declaration, the Millennium Development Goals, and human rights obligations under international human rights treaties in the overarching concept of sustainable development.

[3] UNDP, 'Democratic Governance Strategic Initiatives,' unpublished draft paper, 2007.

[4] Panos, 'At the Heart of Change: The role of communication in sustainable Development,' 2007

2.   C4D alignment with CCA-UNDAF elements and core principles

The 2007 CCA/UNDAF guidelines set out three necessary elements for development effectiveness and five inter-related principles governing the UN's approach to development at the country level.[5] Both the necessary elements and the core principles have strong resonance with the principles which underpin C4D and will therefore be presented.

2.1   Essential Elements for Development Effectiveness at Country Level

2.1.1.   National Ownership

The guidelines emphasize the need for government 'leadership and participation' in all stages of the development of the UNDAF to ensure the UN can contribute to national development priorities. However, no explicit mention is made of broader societal participation in reaching agreed national priorities. Such participation is essential if national ownership is to become a reality rather than remain a vague aspiration to which lip service is paid. A vibrant civil society is central to catalysing participation at all levels and building meaningful national ownership. Information and communication for development processes, if centered on people, are fundamental elements in enabling the quality and range of social networks between individuals, groups and institutions which reflect an active and dynamic civic arena.

UNCTs are expected to contribute to the policy framework and interventions in Poverty Reduction Strategies (PRS).[6] It is important for UN agencies to bear in mind that despite the strong emphasis on participation in developing PRSs, two of the most persistent criticisms of PRSPs to date have been the lack of public understanding of the process and the low levels of national ownership, both of which require two-way communication.[7]

2.1.2.   Core Comparative Advantage

The UNCT is required to focus its resources and efforts on those areas where it can provide leadership and make the most difference. The UN's capacity to integrate both one-way and two-way communication into a wide range of core development processes, its traditional relationship as that of a trusted and neutral partner or 'honest broker', equips the UNCT to play a leadership role in promoting and integrating often sensitive initiatives and discussions into national development processes. One example is female genital mutilation, which is socially acceptable in many cultures but which has often devastating consequences for the girls and women who undergo the procedure. UN agencies have experience in convening meetings involving diverse constituencies on such divisive issues.

2.1.3.   Maximum effectiveness and accountability

UN agencies are required to measure their performance in achieving agreed outcomes and to clarify lines of accountability. Communication advocates share this commitment to measuring performance and argue that the impact of communication efforts should be measured using a range of indicators including those identified by local communities. Integrating communication for development principles and methodologies into sector programmes such as HIV/AIDS, livelihoods and protection can contribute to their effectiveness.

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[5]   UN, 'Common Country Assessment and United Nations Development Assistance Framework, Guidelines for UN Country Teams,' February 2007, pp. 2-5.

[6]   Ibid., p. 7.

[7]   Driscoll, R. with Evans, A. (2005) Second-Generation Poverty Reduction Strategies: New Opportunities and Emerging Issues in *Development Policy Review*, 2005, 23 (1): 5-25. Oxford: Blackwells Publishing

2.2   Core inter-related principles

2.2.1.   Human Rights Based Approach (HRBA)

C4D is consistent with and rooted in an HRBA approach to development that must guide all UN programming at country level. C4D helps identify the information and communication needs and interests of poor and vulnerable people including the role of the media, particularly community media.[8] In this sense, information rights can be considered as a fourth category of citizen rights, in addition to civil, political and social rights.[9]

> '…the information rights are most of all an element of citizenship. They concern first and foremost the social functioning of citizens, not only in relation to the public authorities, but also in their mutual relations and their relations with private legal entities. Information rights should be part of the civil rights chapter of constitutions, together with the other individual rights.[1]

Human rights determine the core relationship at the heart of the HRBA – that between individuals and groups with valid claims (rights holders) and state and non-state entities (duty bearers) with corresponding obligations. The HRBA identifies both rights holders and duty bearers and focuses on strengthening both the ability of rights holders to make claims and achieve their entitlements and the ability of duty bearers to meet their obligations.

Responding to C4D challenges concerns both the 'supply' and 'demand' side of information that mirrors the core relationship at the heart of the HRBA –between citizens as rights holders and government bodies as duty bearers. Through the lens of C4D, rights holders are citizens making demands on government for accessible and understandable information on policies that shape their lives. Equally important are their right to/demands on public access to government-held information. Duty bearers are state actors responsible for ensuring an enabling legislative, judicial and regulatory environment for community and public interest media and for providing relevant, up-to-date and diverse information to the public.

2.2.2.   Capacity Development

Capacity development is regarded as the core contribution of the UNCT and seen as a prerequisite for achieving national ownership. The CCA/UNDAF February 2007 guidelines reflect the 2005 World Summit outcome document that identified the CCA and the UNDAF processes as primarily vehicles for enhancing national capacity.

The C4D approach is consistent with this priority. The guidelines call for the unpacking of capacity development into tangible and manageable components.[10] These components include principles of community participation, equity, empowerment, and access to information, which are at the core of C4D. They should reflect the specific needs of people seeking information, their right to participate, as well as the needs of government agencies and other institutions responsible for supplying information, especially the media.

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8   UNDP, 'Towards a Common UN System Approach: Harnessing Communication to achieve the MDGs,' pp. 8-9.

9   John M. Ackerman and Irma E. Sandoval-Ballesteros.(2006). *The Global Explosion of Freedom of Information Laws;* 58 Admin. L. Rev. 85 quotes Mark Bovens, *Information Rights: Citizenship in the Information Society.*

10   UNDG, 'Enhancing the UN's Contribution to National Capacity Development: A UNDG position statement.' October 2006, p. 4.

For most people broadcast (especially radio) and/or print media are the main source of news and information from outside the community and media coverage reflects and affects every aspect of social, cultural, political and economic life. Professional and investigative print and broadcast media also play a vital role in highlighting corruption, drawing it to the attention of the general public and preventing it from flourishing by holding governments to account and lobbying for institutional reform.

A core purpose of C4D is to ensure that that the media and other communication channels (e.g. social marketing agencies) have the capacity to generate the types of information required by all sections of society, particularly the poorest groups, in environments that have undergone substantial changes in the last two decades. Changes in the information technology landscape have presented both opportunities and challenges. Some of the more pronounced challenges affecting the ability of the media to serve the poor include (i) liberalization, (ii) commercialization, (iii) difficulties in transforming from state to public service broadcasting and (iv) balancing donors' needs to get their messages across with the need to build the professional capacity of the media.[11]

The shift towards direct budget support as a key development assistance modality on the part of many donors further strengthens the case for developing the capacity of the media to exercise their watchdog function. Initiatives to address these needs include building the capacity of media to make programmes covering a range of development and governance issues, and making programmes that address the specific needs of poor and marginalized people.

2.2.3. Gender Equality

Eliminating all forms of discrimination against women and achieving gender equality are central elements of the HRBA and are prioritized by UNCTs. Overcoming gender discrimination represents some of the greatest challenges in achieving sustainable development as in many countries women are completely excluded from decision-making processes. A range of C4D initiatives, including advocating for legal and constitutional changes and working to change attitudes of women and men to remove barriers to women's participation, could be undertaken to support this objective. Media and ICTs can create opportunities for women to gain skills and confidence to lobby for change, to promote the case for equality and to stimulate collective action to overcome prejudice and inequity.[12]

C4D should involve communities, including local leaders and 'regular' members like teachers, parents and children, to challenge perceptions, expectations and assumptions about gender roles, thereby making an important contribution in this critical development dimension.

2.2.4. Environmental Sustainability

The guidelines identify the degradation of the ecosystem as a pressing problem, particularly for poor people, and stress measures to reduce potential harm to national resource bases as central to meeting people's social and economic needs.[13] C4D has a key role in reinforcing this principle by facilitating behavioural change, empowering people to act, and "catalyzing processes of social change in society related to these issues."[14] Dealing with environmental challenges requires the "sharing of factual and scientific information, debate on impacts and policy responses, negotiating action between governments and civil society at a national level and among governments at a global level and discussing and agreeing trade-offs, and other measures."[15] One example is working with local communities to adopt simple technologies using locally available materials that can reduce the amount of firewood needed for cooking. Such communication efforts also play a central role in achieving development objectives in other sectors such as health, HIV/AIDs, agriculture, education, social protection and livelihoods.

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[11] UNDP, 'Communication for Empowerment: developing media strategies in support of vulnerable groups,' *Practical Guidance Note,* 2006.
[12] Panos, 'At the Heart of Change: The role of communication in sustainable development.'
[13] UNDG, 'CCA and UNDAF Guidelines for UN Country Teams,' February 2007.
[14] UNDP, 'Towards a Common UN System Approach: Harnessing Communication to achieve the MDGs.
[15] Panos, 'At the Heart of Change: The role of communication in sustainable development.'

2.2.5.   *Results Based Management*

UNCTs are required to adopt a strategic management approach to plan, cost, implement, monitor and measure the changes resulting from any cooperation rather than simply the activities carried out and the inputs provided. This same approach can be applied to demonstrate the impact and value added of C4D in meeting development challenges. This requires the systematic inclusion of C4D from the beginning and the use of baseline surveys at the start as well at the end of the intervention.

3.   INTEGRATING C4D INTO THE CCA/UNDAF

Many UNCTs acknowledge that both external communication and community-based communication for development strategies have an important role to play in enhancing people's participation in poverty reduction programmes and securing sustainable development in general. However, there is often a lack of understanding and knowledge of how to integrate these strategies into broader development programmes. A number of UN agencies are individually or collectively pursuing various communication objectives at country level, but activities tend to be ad hoc rather than integrated strategically into UN programmes.

Although the core elements and principles that frame the CCA and UNDAF emphasize the central importance of *voice* and *inclusion* in national development processes, mechanisms have not been introduced systematically across the UN to enable UNCTs to operationalize C4D strategies in support of broader development objectives. As a result, UN agencies and their partners often have not been able to exploit the potential of communication processes and media to bring about the change required by the Millennium Declaration and the MDGs.

UN reforms aimed at achieving increased coordination and coherence among UN agencies in support of the MDG agenda offer an unprecedented opportunity to ensure that C4D is incorporated into future programmes. Integrating C4D initiatives effectively into the UN core strategic instruments will require UNCTs to allocate adequate human and financial resources to these areas.

3.1.   C4D in the Country Analysis

If C4D is to be harnessed more systematically into the UN's contribution to national development processes, several considerations must be taken into account in the Country Analysis stage. In most countries, analysis is undertaken on health, food security, educational, social and economic issues but not on behavioural aspects of society, or social norms around certain issues. There is usually no baseline for measuring behavioral change. Failure to incorporate communication into this stage of programme development makes it unlikely that initiatives to address C4D gaps will be adequately reflected in the UNDAF. Communication activities may be consigned to the margins of programme planning and the opportunity to maximize their potential lost.

The guidelines set out three options for carrying out a country analysis:

- (i)   *participation in a government-led analysis*
- (ii) *UNCT-supported analysis to complement existing analytical work*
- (iii) *a full Common Country Assessment*

Information and communication needs assessments could strengthen each of these approaches, but are most conducive to options (ii) and (iii), which involve larger sets of actors. These assessments, which are differently from communication needs assessments, are not focused exclusively on communication related issues but can be used to explore and analyze issues in any sector of relevance (e.g. governance, health, infrastructure, environment, etc.) and

then advise if and how communication can be of help.[16] By providing a broad crosscutting diagnosis of the situation, communication-based assessments can serve to address a critical issue in the CCA and UNDAF, i.e., the prioritization among issues in different areas.

In addition, the 2007 CCA/UNDAF guidelines include a useful section on assessing the development challenges facing a country using the HRBA.[17] Those questions are applicable to communication for development in each UNDAF and agency outcome.

There are four types of information and communication analyses that can serve as entry points to the Country Analysis and add value to the broader political analysis.

3.1.1. *An analysis of knowledge, information and communication needs and interests at national and local levels, particularly of the poorest groups of society, as an integral part of the UNCT's mandatory country analysis.*

Rationale for inclusion in a Country Analysis:

- The CCA/UNDAF guidelines emphasize the need for UNCTs to draw on "the broadest set of analytical products and processes, including from national and international civil society organizations," in conducting a country analysis.[18]

- The guidelines stress the use of HRBA as a core element of high quality analysis.[19] An information and communication audit can be an essential part of establishing the underlying causes of social exclusion.[20]

3.1.2. *An assessment of media, telecommunications and materials development capacity as part of a broader capacity assessment required as part of the country analysis.*

Rationale for inclusion in a Country Analysis:

- The CCA/UNDAF guidelines require UNCTs to review capacity at three levels: societal, organizational and individual.[21]

- Print and broadcast media can play a vital role in influencing the nature of society within countries. They have a crucial 'watchdog' role in holding governments to account and fostering good governance and transparency, but also giving/offering equality of opportunity to participate in public debate.

- The same media together with communication technologies such as cell phones have a key role to play in empowering people to become active in their own development. An independent, dynamic and pluralist media - in content, editorial independence, type (of media) and ownership - is essential to a country's development.

- Most countries have graphic design companies or individuals and printers, but some may not, or the quality may not be of adequate standards. Thus an assessment of media, telecommunications, design and print capacity is essential. Such an assessment would reflect the extent to which an enabling legal and regulatory environment exists and would include, among others, an analysis of: (i) the content of the media, telecommunications and businesses related to design and print; (ii) their ownership and control; (iii) priorities of media and telecommunications decision-makers; (iv) the

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[16] P. Mefalopulos, 'Development Communication Sourcebook: broadening the boundaries of communication.' World Bank, 2008.
[17] See in particular paras. 48-49.
[18] UNDG, 'Guidelines for UN Country Teams on preparing a CCA and UNDAF,' para. 31.
[19] Ibid., paras, 47-48.
[20] UNDP's practical guidance note on Communication for Empowerment sets out a detailed methodological approach for conducting information and communication audits. See www.undp.org/oslocentre/overview/ogc_communication_empowerment.html
[21] Ibid. , para. 54.

position of women in the media, telecommunications and private business; and (v) who receives which media. Very few CCAs currently include such an analysis.

3.1.3. An analysis of the capacity of poor women and men to exercise their right to participation in decisions affecting their lives, public information and communication flows and the capacity of government bodies to ensure that these are provided.

Rationale for inclusion in a Country Analysis:

- Such an analysis reinforces the UN's commitment to the human rights framework that must form the cornerstone of a country analysis.[22] An individual's capacity to help shape, and to access, understand and use relevant information and communication mechanisms is fundamental in taking key decisions that impact on his or her life.

- Any assessment of the capacity of poor people to exercise and use communication would include an analysis of: (i) awareness of right to information legislation by women, men and children;[23] (ii) number of requests made for information disaggregated according to gender; (iii) the extent to which CSOs/CBOs have acted as intermediaries for poor people to access information; (iv) mechanisms and opportunities for people, especially the poorest, to have their voices heard in relevant fora; and (v) level of media literacy.

- An assessment of the capacity of government bodies to deliver a wide range of information to the public would include an analysis of: (i) training programmes on provisions of right to information legislation for government officials; (ii) managerial arrangements for dealing with access to information including clarity over senior level responsibility; (iii) budgetary provision for implementing access to information systems; (iv) whether or not there is a specialist body charged with overseeing access to information; (v) their records and archives management capacities, which are important to foster transparency of governmental action.

3.1.4. In post-conflict and disaster contexts integrate an analysis of information outlets to ascertain people's access to credible and accurate information about peace, reconciliation, humanitarian and reconstruction processes.

Rationale for inclusion in a Country Analysis

- The CCA/UNDAF guidelines reinforce the importance of understanding links between conflict and development.[24] Communities' trust in, and access to, fair and unbiased information is vital in preventing the renewal of violence and fostering sustainable peace and development. Overcoming society's and specific communities' mistrust of information is crucial. Conflict and its aftermath induce low levels of trust, no matter who the sources and arbiters of information are.

- In post-disaster contexts it is essential to strengthen mechanisms that permit vulnerable groups to participate effectively in the reconstruction processes. For this to happen it is important to ensure that the information needs of these groups are not overlooked, that they have access to relevant information and the ability to participate in planning and implementing development programmes.

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[22] UNDG, 'Guidelines for UN Country Teams on preparing a CCA and UNDAF,' paras. 47-48.
[23] The UN Convention on the Rights of the Child explicitly gives children this right.
[24] Ibid., paras. 55-57.

3.2. Entry points for C4D in CCA/UNDAF guidelines

The current guidelines for preparing a CCA and UNDAF were finalized in February 2007 and thus do not take account of recommendations from the 10th Round Table on Communication for Development.[25] This section indicates some possible C4D 'entry points' into the guidelines and suggests that these entry points be discussed with members of the UNDG as part of a process to ensure that C4D is incorporated into subsequent revisions of the guidelines.

Paragraph 5, page 2

… The UNCT is required both to pursue national priorities, and to help to shape those priorities to reflect government's commitments to the World Summit outcome document and to the MD [Millennium Declaration], and their obligations under international human rights instruments. National plans, including Poverty Reduction Strategies (PRS), may not address inequalities and discrimination. UNCT-supported analysis and programming can bring these concerns to the centre of the national development debate and framework. A broader national ownership is also important. *Communication for Development processes, predicated on an inclusive understanding of participation and ownership, can play a vital role in strengthening UNCT country analysis and contributing to more effective programming.* The UNCT must encourage…

1.3. National ownership, page 2

Development priorities must be aligned with national priorities. This requires government leadership and participation in all stages of the process. *It also requires broad societal participation enabled through a range of social networks and facilitating mechanisms underpinned by diverse information and communication flows* to ensure that the UNDAF fully contributes to the national development process.

Paragraph 7 e) page 4

… The UNCT will draw on the strengths of the UN system and its comparative advantages to undertake a range of capacity development initiatives, among them: Facilitate capacity assessment *of key development stakeholders, including the media* that are human rights and gender sensitive. *Strengthen capacity of civil society and the media to monitor government's adherence to international human rights obligations.*

Paragraph 23, page 8 - Direct Budget Support

... In a DBS setting the UNCT would develop *the capacity of the media and civil society to fulfil effectively their watchdog function in monitoring government's performance in meeting its development commitments. The UNCT would also develop* capacity in planning, monitoring and evaluation.

Paragraph 31, page 10/11

Very few existing analytical processes or products will satisfy all of the above. The UNCT and partners should draw on the broadest set of *internal and external* analytical products and processes, including from national and international civil society organizations.

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[25]   A key recommendation from the 10th Round Table held at the end of February 2007 was that C4D should be integrated into the development of the CCA and UNDAF.

Paragraph 45, page 14

… UNCT efforts should build on what already exists in the country to help establish baselines, identify trends and data gaps, and highlight constraints in country statistical systems. Particular attention should be paid to disaggregation of data and to any research*, including from civil society organizations and local media* that reflects the situation and views of people who suffer from discrimination.

Paragraph 54, page 16

… A country's capacity resides on different levels – societal, organizational and individual – so capacity assessments need to be addressed at those levels. *As the media play a significant role in determining the nature of society within countries the UNCT should include capacity assessments of both print and broadcast media.*

3.3.   C4D in the UNDAF

The UNDAF is the strategic programme framework for the UNCT. It is therefore crucial that UN agencies' individual or collective responses to the information and communication gaps identified in the country analysis are included in this framework. National and local circumstances will determine UNDAF and specific agency outcomes which are expected to focus on three to five priorities from the national development plan, embody the three core elements of UN cooperation and reflect the five UN inter-related principles discussed above.[26]

The guidelines recommend that a thematic group be convened to develop the results matrix of each UNDAF outcome.[27] Each group is expected to be capable of applying each of the five interrelated principles outlined above. This paper argues that each thematic group should also be capable of, or have access to relevant expertise for, integrating C4D into the results matrix.

3.3.1.   Implementation of C4D Initiatives.
No mechanism currently exists for coordinating UN agencies work on C4D at country level. The 10th Inter-Agency Round Table on Communication for Development recommended that the UN Resident Coordinator (RC) should oversee the creation of such a mechanism. It was also envisaged that the RC would chair such a coordinating body to promote collaboration and ensure coherence between UN agencies work on C4D and limit duplication.[28]

It will be essential that a coordination mechanism is in place at the start of future CCA/UNDAF processes if C4D considerations are to be effectively and systematically integrated. Tasks of this coordinating body would include: (i) incorporating C4D from the outset to explore and diagnose key issues for CCA/UNDAF; (ii) ensuring C4D expertise is made available to the thematic groups responsible for developing UNDAF outcomes; (iii) facilitating agreement on which UN agency takes lead responsibility for achieving each communication for development outcome; and (iv) acting as the formal link to other key multilateral, bilateral and civil society actors in this area e.g. World Bank, DFID, OECD.

3.3.2.   Indicative C4D outcomes, outputs and entry points
As the UNCT begins its exercise to develop the UNDAF Results Matrix, one of the most important steps is to ensure agencies have consulted adequately with government counterparts and civil society partners, including national NGOs or CSOs, the private sector and the media. This will help ensure that 'ordinary people' are seen as actors in their own development. In Bhutan,

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[26]   'Common Country Assessment and United Nations Development Assistance Framework: Guidelines for UN Country Teams,' paras. 67-76.

[27]   Ibid., para. 74.

[28]   UNDP, 'Towards a Common UN System approach: Harnessing Communication to Achieve the MDGs,' pp. 19 -22.

for example, the UNDAF Results Matrix contains the following outcome: "By 2012, institutional capacity and people's participation strengthened to ensure good governance." In another outcome, the Bhutan CT defined one of its outputs as "Relevant agencies *and affected communities* have enhanced capacity to address the environment-poverty nexus." These statements reflect the UNCT's understanding of C4D as a participatory, two-way process.

Annexes I and II draw on the Tanzania UNDAF to illustrate how C4D might be embedded in the UNDAF process. This is purely for illustrative purposes and does not constitute substantive recommendations in relation to that country's specific needs.

Annex I demonstrates a range of C4D outcomes that UN agencies might develop, either individually or collectively, in support of broader UNDAF outcomes. The matrix also includes a range of illustrative outputs for each C4D outcome showing the changes in skills/capacity or the availability of new services that must be achieved in order to realize the C4D outcome. The guidelines make it absolutely clear that it is at the output result level where "clear comparative advantages of individual agencies emerge, and where accountability is clearest."[29] Finally, the matrix indicates various C4D entry point activities that support the realization of agreed outputs.

Annex II illustrates how C4D outputs might be integrated into existing UNDAFs to contribute to achieving agency-specific Country Programme Outcomes. In this instance the UNDP Tanzania office sets out five country programme outcomes in support of a broader UNDAF outcome. Illustrative C4D outputs are integrated into the Country Programme outputs. Decisions on specific C4D outputs will be dependent on a number of factors including findings from C4D analyses and the capacity of UN agencies.

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[29] UN, 'Common Country Assessment and United Nations Development Assistance Framework, Guidelines for UN Country Teams,' February 2007, pp. 24-25.

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Annex I:Indicative Communication for Development Outcomes, Outputs and entry points

National Priority (Tanzania): Improved social well-being and access to quality services with particular focus on the poorest and most vulnerable groups

UNDAF outcome (Tanzania): By 2010 increased access to quality basic social services for all by focusing on the poor and most vulnerable.

UN agencies: UNESCO, UNDP, FAO, UNEP, UNECA, UNFPA, WHO

UN Agency C4D Outcomes	Outputs	Indicative Entry points
Outcome: UN agency One Enabling legal, judicial and regulatory environment for media and ICT for development in place by 2010	▪ Legislation supporting public service, private and community media ▪ Regulation limiting concentration of ownership and promoting competition ▪ Transformation of state broadcasting monopolies into public interest service media ▪ Reliable and affordable electricity, connectivity and ICTs available to poor people.	▪ Work with relevant government departments to develop, prepare relative legislation and implement open media polices, laws and regulations that ensure freedom of expression, editorial independence of public service broadcasting and private media pluralism and diversity as well as independent community broadcasting services and audience engagement in media ▪ Provide technical assistance to prepare and enforce legislation on specifically in the areas of Public Service Broadcasting (PSB) internal governance structures, programming content and media programming consultative mechanisms. ▪ Support the government in opening up national ICT sector to competing providers with the aim of reducing cost, deepening outreach to poor groups and stimulating innovation.
Outcome: UN agency Two A legal regime guaranteeing all citizens' the right to information in place by 2010	▪ National law guaranteeing access to information ▪ Public policies on information disclosure ▪ Minimum requirements to disclose information ▪ Government communications units required to disclose information ▪ Established system of appeals for requests that are refused.	▪ Facilitate dialogue of all stakeholders around the drafting of a law ▪ Raise awareness on importance of right to information legislation in promoting and open and democratic culture. ▪ Identify local and international expertise to provide advice/input into draft. ▪ Encourage wide debate around various drafts of legislation. Support CSOs engaged on R2I issues at local level ▪ Support Right to Information 'champions' within government to promote a more open and transparent information culture within government departments. ▪ Support mechanisms such as workshops at local government level to ensure that local government officials are aware of, and understand their responsibilities, under the provisions of legislative and regulatory frameworks
Outcome: UN agency Three A professional, pluralist and independent media capable of reflecting different their society socio-, cultural and economic diversity and hold government to account by 2012	▪ Print and broadcast journalists have increased awareness of priority development issues ▪ Enhanced capacity of media to: ✓ *make programmes covering a range of governance and development issues* ✓ *make programmes that address the specific needs of poor people* ✓ *report on issues that affect the poor* ✓ *hold governments to account for*	▪ Use global development instruments such as the MDGs/MD and key national documents such as Human Development Reports to inform and update print and broadcast journalists on key development issues at the international, national and local levels. Develop disciplinary knowledge and issue-specific training for media professionals and managers. ▪ Support a range of training, including gender awareness, to raise professional standards of journalists and media managers. ▪ Organize roundtables with interested journalists and editors to explore creative initiatives and partnerships to

	development commitments ✓ *guarantee diversity of culture, opinion, sources and speech*	highlight marginalized voices. ▪ Work with media organizations, CSOs and research institutes to build programming capacity of relevant media organizations. ▪ Build the country's institutional capacity to train media and information professionals and managers. ▪ Provide advisory services to the organization of media professional unions or affiliation groups among media practitioners. ▪ Monitor and analyse media coverage, content and discussion, including press, radio and TV coverage, paying particular attention to minority or unofficial language media. Communicate findings to government decision makers so that they are taken into account in formulating policy.
Outcome: UN Agencies One+Two The voices of poor women and men are heard in various types and different levels of public policy debate by 2010	▪ Relevant, credible, unbiased forms of information accessible to poor people through various channels in minority as well official languages ▪ Increased awareness by poor people of their right to official information. ▪ Poor women and men have increased understanding and knowledge of key local government issues. ▪ More official information made available to the public and journalists. ▪ CSOs/CBOs have increased capacity to enable them to participate effectively in mainstream policy debate and convey concerns of poor people.	▪ Establish partnerships with appropriate CSOs and media organizations which are either working with or have direct links to poor people. ▪ Support to various communication channels regularly accessed by poor people, particularly community radio, interactive talk shows, theatre etc. ▪ Support/work with CSOs engaged in civic education initiatives designed to expand knowledge, build confidence, enhance skills and strengthen civic disposition of poorer groups in a number of areas. For example, increase poor people's knowledge of (i) structures of democracy - these might include the role of central and local government and their accountability to citizens, the relationship between the executive and the judiciary etc (ii) participation – why it is important ,the concrete benefits to be derived from participation, the role of participation in the democratic system and its relationship with the representative electoral system. ▪ Work with local government ,CSOs and media to establish fora for public debate and dialogue. ▪ Facilitate a dialogue with representatives from national and local government departments on the importance of information transparency and openness for achieving national development objectives including the MDGs ▪ Train/support government information officers within ministerial departments ▪ Support e-governance and other initiatives focused on enhancing citizens' access to information (e.g. supporting government departments to develop their own websites. ▪ Enhance advocacy and communication competencies of CSOs with vertical links to poor groups at local level

Annex II: Integration of indicative Communication for Development Outputs into Tanzania's UNDAF Result Matrix

National Priority or goals

MKUKUTA: 1. Improved quality of life and social well-being with particular focus on the poorest and most vulnerable groups. 2. Reduced inequalities (e.g. education, survival, health) across geographic, income, age, gender and other groups

MKUZA: Improved social well being and access to quality services with emphasis on the poor and most vulnerable groups

UNDAF Outcome by the end of the programme cycle: By 2010, increased access to quality basic social services for all by focusing on the poor and most vulnerable.

Strategy Statement: The UNDAF Outcome will be achieved through strengthened and more effective, participatory national systems that ensure equity, and a focus on the poor and most vulnerable, paying special attention to gender/geographic/age/income disparities and HIV/AIDS.

MDG 2,MDG 3, MDG 4, MDG 5, MDG 6, MDG 7

MKUKUTA Goals: 2.1, 2.2, 2.3, 2.4, 2.5

MKUZA Goals: 2.1, 2.2, 2.4, 2.4, 2.5, 2.6, 2.7, 2.8

Country Programme Outcomes	Country Programme Outputs	Role of Partners	Resource mobilization targets
1. Effective mechanisms, including social protection, in place, that address institutional barriers and socio-cultural dimensions to promote and protect the rights of the poor and most vulnerable, including those affected by HIV/AIDS.	1. Development of a national social protection strategy is supported. 2. Poor women and men have increased understanding and knowledge of their right to good quality basic social services 3. Social protection is extended to informal economy workers, including young women and men. 4 Care, support and protection mechanism for vulnerable children, including child laborers and children affected by HIV and AIDS, mainstreamed in national and district development plans, policies and programmes. 5. Partnerships to address gender-based violence, sexual harassment, HIV/AIDS stigma, and discrimination and other related socio-cultural issues to protection are strengthened. 6. The evidence base for addressing legal barriers and socio-cultural dimensions related to the realization of human rights improved. 7. Linkages between the national MVC interventions, sector coordination mechanisms and NGO/CBO networks are forged.	*Mainland* **GoT** (MoPEE, MCDGC, MoHSW, MLEYD, PMO, PMO-RALG, TASAF, NSSF, NHIF, TACAIDS etc.): Policy formulation,. resource mobilization, allocation, implementation and monitoring *Zanzibar* **RGoZ** (incl. MoHSW, MoLYWCD; ZSSF, MSRASF, ZAC etc.): Policy formulation, resource mobilization, allocation, implementation and monitoring **Non-State Actors** (NGOs, CSO, FBOs. Incl., AMREF, CSSS, TGNP, TFNC, UMASIDA) Participate in planning and monitoring. Awareness raising and advocate for accountability. Build local capacities and empower communities. Mobilize and enhance community participation. **UN**: UNDP, UNICEF, UNFPA, WFP, ILO, FAO, UNHCR, WHO, UNAIDS, UNESCO, UNIFEM: as per UNDAF outlined comparative advantage and role of the UN; JAS guided division of labour at sector and thematic levels (TBD); country level agreement on the UNAIDS Global Task Team division of labour on HIV/AIDS.	WHO: $894,000 UNICEF: $9,361,000 UNDP: $7,000,000 UNHCR: $1,000,000 p.a. UNAIDS: $100,000 ILO: $4,000,000

	8. Gender equitable Household and community support structures and mechanisms are strengthened to ensure attainment of nutritional requirements and food security for the vulnerable, including those affected and infected by HIV/AIDS.		
	9. National law guaranteeing all citizens the right to information is in place.		
	10. Print and broadcast media have increased awareness of national development priorities including putting in place mechanism to promote and protect the rights of disadvantaged groups.		
	11. Public policies on information disclosure promulgated at national and local levels.		

2. Increased and equitable access to quality formal and non-formal education, including for those affected by HIV/AIDS.	1. Comprehensive Early Childhood policies and intersectoral frameworks are developed with clear institutional roles and EC stakeholders capacitated to undertake reforms in early childhood, with special attention to vulnerable and disadvantaged children, and enabled to develop affordable, community-based and integrated models of childcare and parenting education that can be supported through public-private partnerships.	*Mainland* **GoT** (MoEVT, MLEYD, MoHEST, MoCDGC, PMO-RALG, LGAs, VETA, TIE, NACTE, TFNC etc.): Policy formulation,. resource mobilization, allocation, implementation and monitoring	UNICEF: $8,282,000 UNHCR: $1,000,000 p.a. WFP: $19,562,264
	2. Institutional and Human Resources are developed and/or strengthened at all levels to be able to contribute to the attainment of the Education for All goals, and the MKUKUTA/MKUZA targets.	*Zanzibar* **RGoZ** (incl. OCGS, MoEVT; TTC; MSRASF etc.): Policy formulation,. resource mobilization, allocation, implementation and monitoring **Non-State Actors** (NGOs, CSO, FBOs, private sector) Participate in planning and monitoring. Awareness raising and advocate for accountability. Build local capacities and empower communities. Mobilize and enhance community participation.	
	3. Educational quality is improved in formal and non-formal settings; school retention, completion and achievement rates are increased; and a broad-based partnership in supporting improvements in the quality and management of education is enhanced.	**DPs**: (SIDA, USAID, AfDB): as per JAS guided division of labour among DPs (TBD) **UN:** UNICEF, UNESCO, UNFPA, UNDP, WFP, ILO, UNHCR, FAO, UNAIDS, UNIDO: as per UNDAF outlined comparative advantage and role of the UN; JAS guided division of labour at sector and thematic levels (TBD); country level agreement on the UNAIDS Global Task Team division of labour on HIV/AIDS.	
	4. Enhanced capacity of relevant stakeholders to be able to deliver quality HIV/AIDS information and education programme, particularly to the youth and most vulnerable groups, a variety and sufficient gender sensitive HIV/AIDS instructional material available in formal and non formal settings, care and support mechanisms in place for supporting the education system's response to HIV/AIDS.		

	5. Gender and other disparities are reduced in relation to increased access, retention and completion of quality basic education; and guidelines for mainstreaming gender responsiveness in formal and non-formal education systems and processes are adopted.		
	6. All children and adolescents, including those currently marginalized, excluded or otherwise vulnerable, and children affected by HIV and AIDSare enrolled, participating and completing basic education in inclusive child-friendly formal and non-formal education systems, including vocational training schemes.		
	7. Educational opportunities, both formal and informal, are provided for all in emergencies and post-conflict situations, and education systems are safeguarded.		
	9. Most vulnerable young men and women are provided with life and livelihood skills for personal development, transition to adulthood, better integration into productive communities, and protection from HIV and other significant risks.		
	10. relevant, credible, unbiased forms of information accessible to poor children and young people as well as other disadvantaged groups through a range of communication channels.		
	11. enhanced capacity of media to make and produce innovative education programmes on issues of concern for young people and other vulnerable groups.		

3. Improved community access to safe, clean water and environmental sanitation in the rural and urban areas.	1. The availability and accessibility of potable water in rural and urban areas is increased and the water quality is improved through better quality standards.	**Mainland** **GoT** (MoW, MLHS, PMO-RALG, MCDGC, TASAF, LGAs etc.): Policy formulation,. resource mobilization, allocation, implementation and monitoring	WHO: $540,000 UNICEF: $1,797,000 UNHCR: $2,000,000 p.a. UNDP: $4,700,000 WFP: $9,698,682 UNHABITAT: $ 19,000,000
	2. The effectiveness and capacity of local authorities, including village/ward water and community development committees, to manage water systems, including catchments areas, is improved with equitable gender representation at decision-making levels.	**Zanzibar** **RGoZ**: Policy formulation,. resource mobilization, allocation, implementation and monitoring	
	5. Government is supported in the development of gender responsive environmental health, hygiene and sanitation guidelines.	**Non-State Actors** (WaterAid, AMREF, Water Resources Institute, water parastatals, private sector water groups, CSOs, FBOs etc) Participate in planning and monitoring. Awareness raising and advocate for accountability. Build local capacities and empower communities. Mobilize and enhance community participation.	
	6. Broadcast media have increased interest and improved capacity to provide information to poor groups on health and hygiene issues.		

	7. The awareness and knowledge of communities, including school children, about personal hygiene and environmental health is improved through a variety of communication channels including interaction between people, community theatre, community radio and interactive talk shows.	**DPs**: as per JAS guided division of labour among DPs (TBD) **UN:** WFP, UNHCR, UNDP, UNICEF, WHO, UNESCO, ILO, UN-HABITAT: as per UNDAF outlined comparative advantage and role of the UN; JAS guided division of labour at sector and thematic levels (TBD); country level agreement on the UNAIDS Global Task Team division of labour on HIV/AIDS	
	8. The availability of sanitation facilities for families, schools, work and public places and solid waste management practices at community level are improved.		

4. Increased and equitable access to comprehensive reproductive and child health interventions.	1. The evidence-based and prioritized national framework for accelerating reduction of Maternal, Newborn and Child deaths costed, supported, implemented and monitored.	***Mainland*** **GoT** (MoHSW, MCDGC, PMO-RALG, LGAs, TACAIDS, TFNC etc.): Policy formulation, resource mobilization, allocation, implementation and monitoring ***Zanzibar*** **RGoZ**: (MoHSW): Policy formulation, resource mobilization, allocation, implementation and monitoring	WHO: $21,702,000 UNICEF: $14,382,000 UNHCR: $1,000,000 p.a. UNFPA: $7,100,000 WFP: $5,075,581
	2. Vulnerable groups, particularly poor women, have enhanced understanding, confidence and capacity to participate in community dialogue on reproductive and child health interventions and make demands of local government officials for more equitable access to improved services.	**Non-State Actors** (AMREF, UMATI, PSI, FHI (Family Health International), AFRICARE, Engender Health, Pathfinder, Women's Dignity Project, Marie Stopes, TGNP, Save the Children International, MEWATA (Medical Women's Association of Tz), AGOTA (Association of Gynecologists and Obstetrics n Tz), Pediatrics Association, White Ribbon Alliance, Care International, TAYOA (Tz Youth Alliance) , and other CSOs, FBOs) Participate in planning and monitoring. Awareness raising and advocate for accountability. Build local capacities and empower communities. Mobilize and enhance community participation.	
	3. National, district and community (ward/SHEHIA) capacity for scaling up of comprehensive adolescents, reproductive health, child health and nutrition interventions integrated, financed and monitored.		
	4. Comprehensive client-oriented and gender sensitive RCH services, that provide a continuum of care and includes commodity security for RCH, condom programming and nutrition, provided.	**DPs**: as per JAS guided division of labour among DPs (TBD) **UN:** WHO, UNFPA, UNICEF, WFP, UNDP, UNHCR: as per UNDAF outlined comparative advantage and role of the UN; JAS guided division of labour at sector and thematic levels (TBD); country level agreement on the UNAIDS Global Task Team division of labour on HIV/AIDS.	
	5. Comprehensive national nutrition policies and strategies, including human resource capacity related to adolescents, pregnant women, infants and children developed, supported, monitored and integrated within RCH programme.		

5. Increased access to comprehensive prevention, care and treatment, and impact mitigation of HIV/AIDS and other major diseases	1. Increased awareness, knowledge, skills and services of HIV/AIDS prevention among most vulnerable communities achieved through (i) district and community-owned HIV/AIDS interventions; (ii) improved access to information provided through a range of communication channels including new ICTs	**Mainland** **GoT** (All public sectors, TACAIDS, NACP, CMACs, MOHSW (NTLP –NACP, NMCP, NIMR, IHRDC, MUCHS, TFNC etc.): Policy formulation,. resource mobilization, allocation, implementation and monitoring **Zanzibar** **RGoZ**: (GoZ, ZAC, ZANGOC, ZACP, NACP): Policy formulation, resource mobilization, allocation, implementation and monitoring **Non-State Actors** (ABCT, UMASIDA, state and private universities, other institutions of higher learning, AMICAALL, networks of people living with HIV and AIDS, Moslem Council of Tanzania, ELCT, TEC, TCC, KAKAU, CSSC, UMATI, TPHA, WAMATA, TAS, AMREF, and other international NGOs. CDC, PATH, GLRA, GFATM, PPP - FBOs, Private Hospitals and Norvatis. Clinton Foundation, ZAYADESA, ZAPHA+, AFRICARE, Save the Children International, Zanzibar Inter-Faith Committee on HIV/AIDS, WAMATA USAID, Global Fund, Save the Children International etc) Participate in planning and monitoring. Awareness raising and advocate for accountability. Build local capacities and empower communities. Mobilize and enhance community participation. **DPs** (e.g. DFID, DCI, Italian Cooperation, President Malaria Initiative: as per JAS guided division of labour among DPs (TBD) **UN:** UNAIDS, WHO, UNFPA, UNICEF, UNDP, WFP, UNHCR, ILO, UNESCO: as per UNDAF outlined comparative advantage and role of the UN; JAS guided division of labour at sector and thematic levels (TBD); country level agreement on the UNAIDS Global Task Team division of labour on HIV/AIDS	WHO: $13,644,000 UNICEF: $2,803,000 UNHCR: $1,500,000 p.a. UNDP: $4,000,000 WFP: $11,040,048 UNFPA: US$ 5,600,000
	2. Advocacy & Communication strategies developed and implemented to address stigma, discrimination; and gender relations that render women and girls vulnerable to infection		
	3. Capacity building and empowerment of all leaders to support the Three Ones[30].		
	4. The Essential Package for universal access to HIV and AIDS prevention, care, treatment and support, incl. home-based care and nutrition made available to the poor and most vulnerable		
	5. Strengthened monitoring of the AIDS epidemic through sentinel surveillance targeting population sub-groups, and ICT based monitoring and record keeping[31] of care and treatment for PLWHAs developed and operationalized in CTCs		
	6. Expanded DOTS coverage in order to increase TB case detection rate, cure rate, reduce defaulters and transfer out rates in inaccessible rural areas, urban slum areas and the general population.		
	7. Access to effective prevention and treatment interventions for malaria and other major diseases increased, for the poor and most vulnerable, especially children under the age of five, pregnant women, refugees and other at risk communities.		
	8. HIV drug resistance surveillance protocols developed and implemented		
			Total: $176,781,575

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[30] Three Ones: One National Strategy; One Monitoring Framework; One Coordinating Authority
[31] Indiana University in close collaboration with NACP, WHO and UNDP is in the process to pilot an Electronic Medical Record System (EMRS) in Tumbi, Ocean Hospital and Morogoro Hospital.