

UNITED REPUBLIC OF TANZANIA



**COMMUNICATION STRATEGY FOR THE
NATIONAL STRATEGY FOR GROWTH AND REDUCTION
OF POVERTY**

VICE PRESIDENT'S OFFICE

JULY 2005

LIST OF ABBREVIATIONS

CBOs	Community-Based Organisations
CSOs	Civil Society Organizations
DITF	Dar es Salaam International Trade Fair
DSA	Dissemination Sensitization and Advocacy
ESRF	Economic and Social Research Foundation
FBOs	Faith-Based Organisations
IEC	Information, Education and Communication
LGA	Local Government Authority
MDA	Ministry, Departments, Agency
MDGs	Millennium Development Goals
MTEF	Medium Term Expenditure Review Framework
NBS	National Bureau of Statistics
NGOs	Non-Governmental Organisations
NPES	National Poverty Eradication Strategy
NSGRP	National Strategy for Growth and Reduction of Poverty
PED	Poverty Eradication Division
PER	Public Expenditure Review
PHDR	Poverty and Human Development Report
PMS	Poverty Monitoring System
PPA	Participatory Poverty Assessment
PPW	Poverty Policy Week
PRS	Poverty Reduction Strategy
PSA	Public Service Announcement
PSSS	Public Service Satisfactory Survey
SME	Small and Medium Enterprises
TSED	Tanzania Social Economic Database
UN	United Nations
UNDP	United Nations Development Programme
VPO	Vice President's Office
PRSP	Poverty Reduction Strategy Paper
REPOA	Research on Poverty Alleviation

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EXECUTIVE SUMMARY

This communications strategy sets out an overarching framework for communicating key messages on the National Strategy for Growth and Reduction of Poverty (NSGRP) and mainstreaming participation of all stakeholders in its implementation.

The primary aim is to enlist greater dialogue. This will be achieved through the institutionalization of two-way communication between government and other stakeholders and through raising awareness, facilitating opportunities for public discourse, sharing of knowledge, and enabling information from grassroots level to reach decision makers to inform evidence-based planning at all levels.

The strategy will also ensure the availability and access of information on the implementation of the NSGRP at all levels, thus encourage debate between and amongst stakeholders on poverty reduction initiatives. This will be achieved through awareness creation, and the establishment of communication channels that can be used to share information with different audiences.

The strategy assesses the current communication situation, sets out objectives, outlines key audiences, key messages and channels. It also includes a section on monitoring and evaluation.

The Poverty Monitoring System (PMS), which is in place to monitor implementation of the NSGRP, generates technical information that is not easily accessible to all stakeholders. The strategy will be used to refine and synthesize the knowledge generated and share it through various communication tools and learning foray that meet the needs of different stakeholders.

Overall coordination of the strategy will be provided by the Vice President's Office, Poverty Eradication Division. Key civil society organizations, community, religious and sector professionals, all the way down to the village level will play pivotal roles in defining implementation strategies and specific activities on the ground.

A generic set of Information, Education and Communication (IEC) materials will be developed and available for distribution through established channels. Central to the strategy is the institutionalization of a national stakeholder's dialogue on poverty reduction through the utilization of appropriate feedback mechanisms. for communication between and among different technical and non-technical audiences, government and non-government audiences, development partners and the wider population.

In recognition of their central role, the media features prominently in this strategy. Whether in an editorial form, radio or TV broadcast, video or newspaper article, the media have a key role to play in disseminating messages to target audiences and in enhancing dialogue at all levels.

At the beginning of each year, an annual communication action plan will be developed in cooperation with stakeholders detailing the activities that will be emphasized during the timeframe. It will contain specific benchmarks and timetables to allow tracking of the plan's progress. A mid term evaluation of the communication strategy will be conducted in 2008.

CHAPTER 1: BACKGROUND

1.1 Introduction

The NSGRP is a second national organizing framework for promoting growth and reduction of poverty. The NSGRP is broader, more inclusive and outcome-based compared to the first Poverty Reduction Strategy (PRS), which was linked to debt relief under the Highly Indebted Poor Countries Initiative (HIPC).

It builds its interventions on the three clusters namely; Growth of the economy and reduction of income poverty; Improvement of quality of life and social well being; and Governance and accountability.

Thus although it is built on its predecessor, the NSGRP is strongly outcome-focused and aims to foster greater collaboration among all sectors and stakeholders. It has mainstreamed cross-cutting issues including gender, environment, HIV/AIDS, disability, children, youth, elderly, employment and settlements.

Given its outcome orientation and principle of national ownership, the strategy no longer regards the government as an absolute solution maker. Every stakeholder is seen as the active agent in fighting poverty in their respective sectors, areas of work, community, village, family and at individual level.

To address issues of wider participation and consultation, a communication strategy is required to meet the following strategic objectives:

- institutionalize two-way flow of information
- create an open and inclusive national dialogue
- ensure transparency and accountability
- ensure that communication is provided in appropriate formats suiting various stakeholders
- facilitate participation

Since the implementation of the NSGRP requires both finance and information, the communication strategy is nested on the budget process as well as the PMS. For this reason, the communication strategy's major role in the NSGRP cycle is to make the connections between processes and enable stakeholders participate in the full cycle.

The communication strategy will eventually contribute to the goal of “increased informed participation in the NSGRP, PMS and Budget/PER processes.”

Communication is a two-way process rooted in the principles of ownership, participation and voice. The implementation of the communication strategy will require the commitment and involvement of many individuals and organizations as well as sustained support from government.

1.2 Context of the strategy

The communication strategy provides a foundation for information sharing and learning for the five years of the implementation of THE NSGRP. The strategy is multifaceted, recognizing the need for timely and relevant information at all societal levels.

In general, government needs information for informed policy dialogue and decision-making. **Civil society and politicians** require information to participate in policy formulation and to guide implementation of poverty reduction initiatives. Development agencies need information for policy development and implementation. Similarly, to assess how government and other stakeholders take actions in reducing poverty, and to support or guide their own planning and implementation of development activities, the people and the community at large require information.

Right information at the right time is of strategic importance but it is not sufficient to address the challenges posed by poverty. Time and again, it has been shown that information needs to flow both ways. Dissemination must go hand in hand with channels for feedback. The institutionalisation of such a two-way communication process empowers people to articulate their aspirations and to find common ground for action.

In reconsidering and reprioritizing communication in response to these challenges, the communication strategy places emphasis on reaching traditionally ‘hard to reach’ groups, especially at the community level, where lack of information can be especially detrimental to successful implementation of development programmes. This means that information should be clear and concise in addition to being made available in accessible formats.

It is a priority for this communication strategy to create and nurture forums for public discourse through which every stakeholder has an opportunity to feedback on issues impacting on them, and provide input for further development of the strategy. It is envisaged that understanding of the issues

by a wider segment of the society through debates and participatory approaches will engender broad ownership of the NSGRP.

1.3 Strategy Outline

The communication strategy has six chapters. The introduction provides background information and rationale. Chapter II presents the status and challenges ahead while Chapter III explains the framework of the strategy. Chapter IV outlines the communication strategy in detail. Implementation, monitoring, evaluation and review arrangement of the strategy is discussed in chapter V while chapter VI presents the financing arrangement for the strategy. The duration of this communication strategy coincides with that of the NSGRP, i.e. from 2005/06 to 2009/10. The communication strategy matrix is provided at the end of the document.

CHAPTER 2: STATUS AND CHALLENGES

2.1 Introduction

This chapter makes an assessment of ongoing communication interventions, examines the level of public knowledge, sources of information on public policy, synchronization with other communication initiatives and participation of stakeholders. It also provides the direction ahead. It argues that current information-related interventions are largely spontaneous and do not adequately address issues related to a truly multi-stakeholder approach to information sharing and gathering. It also defines lines of responsibilities and the use of a variety of methodologies in reaching out with information.

2.2 Situation on Communication on Poverty

Committed to the premise that communication is essential to poverty alleviation, the Vice President's Office coordinates the Dissemination, Sensitization and Advocacy (DSA) technical working group responsible for awareness creation and dissemination of information originating from the PMS. The rationale for this line of action is that a lot of data and information related to poverty was being collected but there was a lack of systematic management and coordination of their dissemination. Data and information were therefore insufficiently used by policymakers in government and people were not being sensitized enough to take appropriate measures to fight poverty.

Since its inception, the DSA has supported dissemination of various annual technical and non-technical reports produced from the PMS. These include surveys and in-depth research and analysis that give views and perspectives of the poor for feedback to policy.

This information is disseminated to audiences in government, civil society, research and academic institutions, external development partners, the media and the general public through various channels such as newsletters, radio, TV and drama. Another dissemination activity and forum for dialogue and public debate is the annual Poverty Policy Week (PPW) during which government reports on what it has been able to do. The PPW has been hailed as a success and a model for public communication and dialogue as it allows communication and feedback between the Government and the public on major policy issues and public expenditure plans.

Despite these notable achievements, the interventions have not advanced far enough, reflecting a widely decried implementation gap. For example, the dissemination work of the PMS has focused more on dissemination of reports and publications and less on sensitization and advocacy of their contents. Apart from the PPW and occasional workshops, there has been no systematic approach to

gather views or opinions and understanding of the poverty reduction strategies, and information on how implementation has been useful to them and whether it has made a difference, or not, in people's lives. In the absence of such a strategic tool to gather public views and opinion, monitoring the level and trends of understanding of major stakeholders and the general public's perception remains challenging.

As ownership, trust, confidence, and sustainability are linked to informed public dialogue and debate, it is crucial that communication interventions also focus on emerging cross cutting issues such as HIV/AIDS, gender, people with disabilities, aging, governance, transparency and accountability¹.

2.3 Public Knowledge on Poverty Reduction Initiatives

A nationwide Policy and Service Satisfaction Survey (PSSS) conducted in 2003 examined the level and accuracy of public knowledge and sources of information concerning government policies.

The survey concluded that overall, Tanzanians are very well aware of the main thrusts of public policy. Further investigation however led to the conclusion that though the picture is not homogeneous, people are much less well informed on the details of sectoral policy compared to public service delivery facilities.²

The deduction that the PRS whose focus at inception was on priority sectors is inadequately understood raises questions as to whether stakeholder needs are being adequately addressed by existing communication interventions. Some of the key information summarized below provides insights that can inform the NSGRP communication strategy:

- Knowledge about sectoral policies is high however the PRS ranks only ninth in terms of the level of popular knowledge on policies.
- More rural respondents are knowledgeable about policies that affect them directly, including agriculture, local government reform, and rural roads; however, their level of knowledge on the PRS is as low as that of urban dwellers.
- With very few exceptions, women are less informed about policy issues than men, and the knowledge gap between them is generally greater in rural areas

¹ Communications Needs Assessment for PRSP, 2003

² Policy and Service Satisfaction Survey (PSSS)

- Although respondents have generally heard about official policies in various sectors, they are much less likely to be aware of their content. For example, only about half the sample can correctly identify the content of privatisation, popular participation and crop marketing policies
- Many respondents are skeptical of the official commitment to fighting poverty and reducing corruption, and think the level of official corruption is increasing, particularly in Dar es Salaam. Also, the respondents see remunerative employment opportunities falling and are neither aware nor appreciative that inflation has been falling.

2.4 Sources of Information

The communication strategy needs to ensure that target groups have access to information on the NSGRP in a way that is timely, accessible and accurate. The PSSS reported that the major source of information on all key policies was radio, followed by word of mouth, newspapers, television and at service delivery points such as schools and health facilities. Other sources of information are religious channels such as mosques and churches.

Though radio is found to be the key source of information on public policy, word of mouth is found to be an equally important source of information in rural areas. Newspapers and television are more common sources of information in urban areas. While ensuring a rationalised and more efficient use of these sources of information, the communication strategy shall explore the use of other channels.

2.5 Synchronization of Communication Activities

The government is implementing a far reaching initiative to improve communications with the public and to enhance relations with the media, as part of a broader commitment to good governance, openness and accountability. As part of the strategy, all senior civil servants are expected to engage the media more actively and to share public information frequently.

These efforts address the communication needs of ministries and departments but also touch on major poverty related themes such as MDGs and the NSGRP. Aligning the NSGRP communication strategy with the communication efforts undertaken by government and by different non-government organizations is essential for a coherent and consistent communication intervention. This will help avoid the duplication and overlap of interventions on similar issues.

2.6 Participation of Stakeholders

One of the key cornerstones of the NSGRP is wide citizen participation and ownership. Understanding of the issues by a wider segment of society through debates and participatory approaches can engender broad ownership. To meet this goal, communication and interaction must take place and information made accessible at all levels.

Thus far, engagement of different stakeholders in this process of inclusion during the implementation of the first PRS has been mixed. The broader and more participatory approach pursued during the preparation of the NSGRP will contribute to broader participation and therefore increased communication between and among stakeholders.

Much progress has so far been made in reaching stakeholders in urban areas but even then the reach is apparently limited to mid to senior government staff in the central level, major NGOs, prominent researchers and academics.

Within central government, information flow is also limited to few senior officials in major line ministries and PRS focal persons assigned to coordinate with the PMS or its four working groups.³ Among the civil society organizations, a small number of NGOs are actively involved with the developments and progress of PRS implementation process⁴. Because communication processes have largely remained limited to stakeholders in prominent towns, achieving a truly multi-stakeholder approach to information sharing remains a daunting challenge. The use of strategic communication can help to ensure inclusive communication interventions.

2.7 Media

As a primary stakeholder, the media have an important role. And by acting as a bridge between government and the governed, they provide important mechanisms for interaction and forum for exchange of ideas. But journalists must remain responsible and informed if they have to make a significant impact upon public understanding of poverty through their powerful words and pictures.

So far it is very clear the media has not sufficiently engaged with the poverty reduction initiatives, and these processes have in turn not engaged sufficiently with the media. This means, both are losing out as strategic conduits of information and as arenas for framing of issues for discussion.

³ The PMS has four technical working groups, namely Survey and Census, Research and Analysis, Routine Data Systems and the DSA

⁴ Communications Needs Assessment for PRSP, 2003 – civil society participation, and interest in the PRS process has increased quite a lot through the PRS review process, which is not reflected here

Reporting when it happens is ad hoc and formulaic with wide coverage given to political and entertainment reporting compared to poverty reduction initiatives. At the same time, little investment has been made in developing regular interaction with the media. They only tend to be called-in to cover events, not to be part of the process. The problem also remains that only a small percentage of media practitioners have a thorough grounding on development journalism.

Many stakeholders therefore agree that the media need specialist training by all accounts. As a first step, the media will be engaged through outreach and regular contacts with journalists and their associations, including press clubs and other associations at the regional level.

Further engagement will involve regular press conferences and briefings, contacts via internet-based media, dissemination of materials, co-productions on video products, radio and TV documentaries and by training to accurately report on poverty issues.

2.8 Literacy Rate

Based on the latest available estimates, 28.6 percent of Tanzanians cannot read and write in any language. Gender-wise, there is more illiteracy among women (36 percent) than among men (20.4 percent). Dar es Salaam shows the lowest proportion of illiteracy (8.7 percent). The highest level of illiteracy is found in the rural population (33.1 percent), with rural women having the highest incidence of illiteracy (41.2 percent, compared to 23.9 percent for rural men).⁵

Given the substantial proportion of the people who cannot read and write, radio then remains the most widely available and the most cost-effective medium to reach a wide range of audiences, especially in rural areas. As a widely used communication channel, the radio can also be utilized to reach urban audiences.

⁵ Poverty and Human Development Report, 2002

CHAPTER 3: FRAMEWORK OF THE COMMUNICATION STRATEGY

3.1 Introduction

This chapter presents the framework of the communication strategy. It presents the principles and major national development processes. It underscores the importance of communication between the NSGRP, Budget/PER, PMS and stakeholders. It recognizes that communication needs to be contextualised within these broad national development processes.

3.2 Principles of the Strategy

The strategy observes principles that guide interventions to achieve the intended results. The strategy needs to be well understood by all stakeholders for smooth implementation of the NSGRP.

3.2.1 *National Ownership*

The strategy recognizes that effective sharing of information is critical for fostering a nationally owned strategy for poverty reduction, as it increases interaction and understanding between various stakeholders and improves the quality of participation. The strategy aims to provide information on national policy to all stakeholders and provide opportunities for feedback into the national development process.

3.2.2 *Political Commitment*

The Government is committed to opening up and maintaining channels of communication with key stakeholders identified in the NSGRP.⁶ The strategy will provide opportunities for debate and dialogue on various development issues.

3.2.3 *Right to Information*

The strategy recognizes that everyone has the right to public information. It will ensure that the right to public information is facilitated, realized and protected at all levels of governance structures and key national development processes – as stated in the NSGRP.

⁶ Stakeholders are MDAs, Private Sector, Civil Society organization, Faith Based organizations, Trade Unions, Research and Higher learning Institutions, Youths, Elderly, Children, Informal Sector, Communities and Development Partners

3.2.4 Accountability and Transparency

The strategy seeks to foster accountability and transparency through clear and precise communication between the Government and other stakeholders. Sharing of information fosters participation and accountability. For example the annual NSGRP, PER, PMS progress reports are an essential elements of the accountability framework for Government and other stakeholders.

3.2.5 Feedback on Poverty Outcomes

The strategy aims to promote communication of views, opinions and perceptions of stakeholders as feedback to policy implementation and outcomes. Feedback of communication from audiences to the sender completes the full cycle that differentiates communication from traditional types of information dissemination. To this end, feedback will not just focus on whether people know or understand the NSGRP, but also whether they use it, if it is useful for them, if they have seen any change, be it positive or negative, and what they would like to see being done more or less.

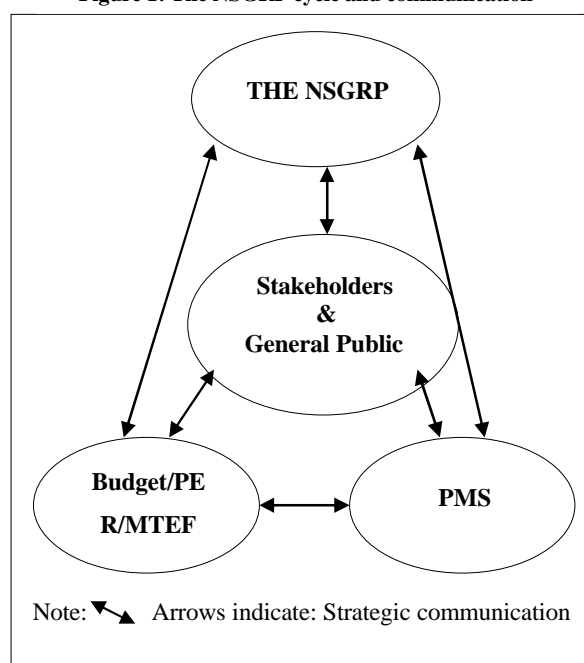
3.3 Major National Policy Processes that Nest the Communication Strategy

Analyses of poverty in Tanzania indicate that one of the key factors that precipitate poverty is lack or inadequate sharing and use of information for decision-making. Specifically, inadequate sharing of information on poverty reduction initiatives, resource allocation, implementation, monitoring and evaluation reinforces the underlying causes of poverty.

For this reason, the communication strategy will clarify and outline linkages between the NSGRP and the PMS and budget and Public Expenditure Review (PER) processes.

Each process contains specific issues and messages; and many of these are interrelated and support each other. Actions to facilitate realization and protection of right to information are included in each process. Figure 1 summarises communications throughout the various phases of the NSGRP.

Figure 1: The NSGRP cycle and communication



3.3.1 National Strategy for Growth and Reduction of Poverty (NSGRP)

The NSGRP recognizes public access to information as a human right as well as a key means to facilitating policy implementation, monitoring and accountability. Also, sharing of information can enable people to engage fully and meaningfully in production process and benefit from it.

People have the right to know the contents of the NSGRP, which includes status on poverty and challenges; key principles guiding its implementation; the desired outcomes, goals, and related targets; the actions; roles and responsibilities of different actors; how the strategies and progress will be monitored and evaluated; information from the monitoring and evaluation process; and lastly how the strategy is financed, resources mobilised and utilised.

3.3.2 Budget/PER

The Tanzania budget process is executed through the Medium Term Plan and budget guidelines, the Medium Term Expenditure Framework (MTEF) and the Public Expenditure Review (PER) processes, which encourages wider participation of stakeholders. The PER Working Groups for instance draw their representations from the Government, development partners, research and academic institutions, and CSOs. Apart from tracking expenditure flows, it also represents an important forum for awareness raising and discussion of public expenditure issues between government and a wide array of interested stakeholders.

Thus specific communication measures will be designed to facilitate the participation of stakeholders in setting priorities and sequencing NSGRP intervention during budgeting process. A calendar which indicates the budget cycle and the stages will be designed and disseminated to all stakeholders. The calendar complemented by sensitization programme will help stakeholders understand the budget cycle and stages hence inspire a broader and deepened participation in the budgeting process.

3.3.3 Poverty Monitoring System (PMS)

The PMS is designed to monitor and evaluate the implementation progress of the NSGRP. It is geared to meet the information needs of stakeholders including the policy makers, civil society organizations, development partners, research and academic institutions and civil servants in both central and local government and the community. Communication is therefore a crucial element of the PMS. Stakeholders and general public have the right to know the trends and the progress made towards poverty reduction. Stakeholders should be able to evaluate whether progress is on or off track. They

also need to know how information is generated by the PMS and how it is utilised in policy making at different levels.⁷

3.3.4 Stakeholders

The actors involved in the various development processes are many and diverse.⁸ Strategic communication on the NSGRP intends to build on the relationships that have already been established during the review of the PRS. These strategic partnerships form the basis for a stakeholder-led communication on national development issues.

3.3.5 NSGRP, BUDGET/PER and PMS Nexus

The communication strategy will ensure that information generated by the PMS is informative and makes learning possible. It will also ensure that PMS outputs are used and provide channels for feedback from the stakeholders and general public at large.

The communication strategy will make possible assessment of the linkage between NSGRP priorities and actions, the PER/budget in allocation and utilization of resources as well as PMS on monitoring and evaluation at all levels. These levels include inputs, outputs, outcome, and impact. The information from these levels will be shared among all stakeholders in verbal and/or written form that enables stakeholders to hold the government accountable and vice versa.

⁷ That is, Village level, Ward level, Regional Level and National level.

⁸ Stakeholders are MDAs, Private Sector, Civil Society organization, Faith Based organizations, Trade Unions, Research and Higher learning Institutions, Youths, Elderly, Children, Informal Sector, Communities and Development Partners.

CHAPTER 4: COMMUNICATION STRATEGY

4.1 Introduction

The strategy builds on the communication framework and on opportunities generated and offered by the PRS review process. It thus builds on the principles adopted during the consultation process. It identifies and presents the key strategic interventions that would facilitate participation of all stakeholders in the implementation of the NSGRP. It takes on board the key challenges and concerns highlighted in previous sections of this document and presents the strategic interventions necessary to address them. Implementation of the communication strategy is based on Figure 2 shown in section 4.7. Details are summarised in the annex at the end of the document.

4.2 Communication Objectives

This communication strategy is designed to address the following specific communication objectives:

- Increase awareness of the NSGRP, PMS and Budget/PER among the various target audiences
- Increase/support evidence based planning at all levels, from national to community level, through the availability of up-to-date information
- Place the issues of poverty on the agenda of the mass media
- Facilitate and encourage stakeholder participation in further improvement during implementation of the strategy, through opportunities for feedback on how the strategy is being used and its impact.
- Build consensus among the key stakeholders

4.3 Target Audience

To maximize impact and influence action in the context of this strategy, the target audience is classified according to the following stakeholder groups:

4.3.1 Government

This audience segment includes cabinet ministers, civil servants and local government leaders e.g. councilors and district and village executive officers. The latter are a priority audience and closest to the principles of the NSGRP.

4.3.2 Politicians

This audience includes parliamentarians and other politicians outside of the legislature. This audience reflects and influences public opinion, as well as policy formulation and implementation. They will have the main responsibility for generating informed discussion on poverty reduction and documenting people's opinions.

4.3.3 Media

Print and broadcast journalists from the public and the private media form this priority audience. As a channel and an audience in their own right, this audience plays a crucial role in influencing decision-makers and in shaping views among the broad public. To enlist their participation, media actors require capacity building in order to enable them make a proactive contribution to implementing the NSGRP.

4.3.4 Civil Society

Academics and researchers, clergy, business leaders, trade union leaders, NGO and aid organization leaders fall under this category. This audience influences debate and shape public opinion, is close to the grassroots stakeholders and can complement government efforts to transmit information through their networks and encourage critical analysis of the facts as appropriate.

4.3.5 Development Partners

UN representatives, Ambassadors and High Commissioners and project leaders heading inter alia multi-lateral agencies with programmes in Tanzania are included under this audience.

4.3.6 Broad Public

Peasants, youth and young children, farmers, traders, the unemployed, people with disabilities, villagers, pupils and students form this audience segment. Communication is tailored to enable different groups to take part in policy dialogue through dissemination of findings, and creating opportunities for sharing experiences, and pointing out issues that need specific attention. A highly targeted outreach to this group will require demographic data such as age, gender, religion, education and geographic location.

4.4 Strategies and Tactics

In the pursuit of the overall goal, the strategy will embrace an entire range of strategies for communicating while ensuring opportunities are available for public participation and feedback from stakeholders including the community level.⁹ The following, arranged in no order of importance are by no means exhaustive. They provide a framework for action to be taken by stakeholders in support to this strategy, and will be reviewed should new challenges emerge. To the extent possible, already existing products will be used to start a discussion on the implementation of the NSGRP.

- Develop a clear strategy to work with the media.
- Sending of press releases and public service announcements (PSAs) to relevant media and public information offices
- Holding of regular briefings for media representatives
- Promotion and support of talk and phone-in shows on radio and TV
- Support production of regular feature articles for use in newspapers, newsletters, websites
- Support production and airing of popular radio and video documentaries on various themes ranging from agricultural marketing to farming, environmental sustainability, investment, health, pastoralism, fishing, agro-processing
- Support strategic use of village notice boards
- Promotion of news coverage demonstrating success stories
- Organisation of a series of training and skill development for media in development journalism
- Develop a network of journalists and eminent persons to contribute to coverage of poverty reduction efforts, including work with regional press clubs
- Repackage outputs from the PMS in attractive formats such as films, videos, brochures and posters suiting particular audiences
- On occasion, produce promotional materials, like mouse pads and screen savers, postcards, bookmarks, banners and posters.
- Use of trade and agricultural shows e.g. the Dar es Salaam International Trade Fair (DITF) and Farmer's Day as a platform for information dissemination and to find out perceptions, concerns and information needs of stakeholders
- Convening of awareness workshops and seminars for NSGRP stakeholders
- Creation and sustenance of an online discussion forum on the poverty monitoring website
- Promotion of messages through work of arts and sports
- Organise competitions (writing, art) to gather people's views on specific subjects

⁹ The relation between these strategies and tactics, specific objectives and other elements of the communication strategy is more apparent in the matrix provided as an appendix.

To supplement ongoing media liaisons, it is emphasised that unpaid media publicity will be sought during the implementation of this strategy. Public relations activities will include media launches, press releases and releases of research results, organization of special events and writing of brochures. If necessary, the possibility of paid media campaigns will be looked into.

4.5 Generic Messages

Implementation of the communication strategy will be guided by generic messages. These messages are only generic with the aim of providing a broad frame for developing specific messages. Each stakeholder will have an opportunity to develop messages that suit their specific audiences and context. The generic messages to be communicated are set out below as follows:

- The fight against poverty is everyone's responsibility
- Your leaders and representatives are responsible for the NSGRP – hold them to account for this

These generic messages should underpin all aspects of communications under this strategy. Next to the generic message will be several specific messages. These will be developed using a multi-sectoral approach with a plurality of voices that includes government, NGOs, UN agencies, academia, media, civil society and community leaders and will be set out in annual action plans.¹⁰

The specific messages should be clear and simple, focused on the stakeholder needs and not the sender's desire. It should target stakeholders beliefs and opinions, call for action, be culturally sensitive, memorable and concise.

4.6 Channels

The following channels are considered as the most appropriate for reaching and collecting feedback from target audiences. Given that people vary in the way they communicate, it is instructive that different channels be used to communicate and to promote public dialogue on various issues.

4.6.1 Mass Media

Newspapers, TV and radio provide broad reach and have so far proven to be effective in increasing awareness of relevant issues amongst specific segments of the population. These mass media channels

¹⁰ Specific messages will be generated in response to emerging contingencies and information needs of specific audience segments.

provide an easy, accessible and cheap means of communicating information to the end user and soliciting feedback. Radio remains the most popular, viable, accessible and cost-effective means of communication for rural people in Tanzania.¹¹ It overcomes barriers of distance, illiteracy and language diversity better than any other media. Ultimately, these channels should be used to create a dialogue with listeners and amongst listeners themselves, actively inviting people to contribute to the mass media programmes on poverty.

4.6.2 Publications

Information and key conclusions generated through the poverty monitoring system are compiled in annual reports primarily to inform national level policy planning. These include the Poverty & Human Development Report and Participatory Poverty Assessments (PPAs). These reports will play a central role in disseminating updated information on poverty in Tanzania. The format of the publications will have to be adjusted to specific audiences and will be distributed via printed copy, electronically and made available on the Internet, and through CD-ROM compilations whenever necessary.

4.6.3 Newsletter

It is proposed that a quarterly newsletter be developed to profile initiatives, provide progress and sectoral developments on the NSGRP and report on achievements. This should be distributed widely through new and existing stakeholder networks and channels, and encourage stakeholder participation in the production of the magazines, inviting guest authors, an opinion page, a space for people to share their experiences, and theme issues, for example on poverty and disability, or governance.¹²

4.6.4 Website

The PMS website available at <http://www.povertymonitoring.go.tz> will be essential to providing up-to-date information on operations. Publications and documentation will also be accessible via the website. The website will also provide newsletters, news updates, contact information, links to other internet resources and possibly a forum for discussion. The use of the website should be monitored by keeping track of the “hits” received on the website. With frequent updates and instant access to most publications, the website provides a convenient way for policy makers, academics, and the general public should grow as an important tool of communications. The public website should ultimately be used to promote the principle of a single source of accurate up-to-date information through the “Frequently Asked Questions” approach.

¹¹ PED runs Tujikomboe, a weekly poverty eradication radio programme through Radio Tanzania Dar es Salaam (RTD).

¹² PED already has a bi-annual *Mapambano* newsletter on poverty eradication initiatives in Tanzania.

4.6.5 Community Information Centres

To provide cost-effective information services in places where computers, phone lines or the Internet is often unheard of, the NSGRP communication strategy will look into the possibility of strengthening community information centres with up-to-date technology. Assessment will be made of what is already in place, working through for example youth information centres, teacher training centres, women information centres, and district libraries to increase their capacity to provide and gather information on poverty reduction. Seen as an important way of providing tailor-made information to rural populations, this is an option that could be exploited by Tanzania to feed information on poverty reduction to certain rural audiences.

4.6.6 Documentation Centre

This facility to be housed at the Poverty Eradication Division should serve as a reference library for poverty related information. Ultimately, information provided at the documentation centre should be shared widely with libraries throughout the country and provided electronically on the worldwide web exploiting existing websites such as www.povertymonitoring.go.tz and tzoneonline.

4.6.7 Tanzania Socio-Economic Database (TSED)

Data collected through the poverty monitoring system is currently stored centrally and provided in a user-friendly format. This database is presently available on CD-ROM and on the worldwide web. Coordinated by the National Bureau of Standards (NBS), TSED is an essential tool for regular reporting on Tanzania's progress toward meeting national and global development targets.

4.6.8 Interpersonal information-sharing

Interaction is critical to exchanging ideas, ensuring concepts are accurately understood and fostering new ideas. Meetings, art and cultural forms such as theatre, drama and dances will provide such opportunities. In addition, thematic workshops at the national and regional level should be organized to allow for information exchange and verification. This could include training and awareness raising activities.

4.6.9 Miscellaneous awareness raising tools

An assortment of simple tools such as popular versions, cartoons, posters, and fliers will be available for increasing awareness about the NSGRP, PMS and Budget/PER. Scripts for public education pieces for use as radio shows or plays could also be developed. A range of promotional devices such as mouse pads and desk and wall calendars will also be produced as part of this strategy. These will be distributed widely and used to support and reinforce messages.

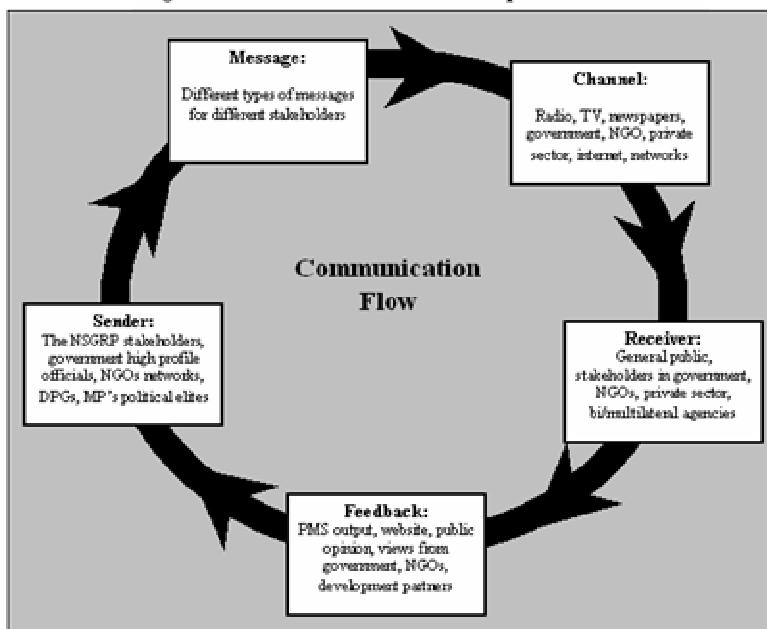
4.7 Expansion and strengthening of distribution network

Regular distribution of accurate, updated, easily accessible information will be a cornerstone of the communication strategy, and encourage the recipients of the information to become actively involved in monitoring progress and sharing their experiences. NGOs are registered at the Vice Presidents Office, and the registry could be integrally incorporated in the 'poverty distribution list'. Organisations, schools and individuals should be encouraged to submit their addresses to receive information on a regular basis, creating a popular demand for information on poverty reduction, and creating an instant channel to receive information from different sources. At present the distribution system of the PED is still limited, and possibilities of contracting the work out to, for example the Tanzania Posts Corporation, will be looked into.

4.8 Feedback

Audience segments will have the opportunity to feedback through various channels. Feedback collected will be used to input into technical reports on the NSGRP and enabling the smooth implementation of the poverty reduction strategy. Available feedback channels include regional seminars and workshops, focus group discussions, opinion polls and short surveys, village or

Figure.2: Communication flow in the NSGRP implementation



town hall meetings, radio and TV phone-ins and through the Internet. Media analysis involving systematic monitoring and analysis of media coverage will play a significant role.

Establishing or assigning particular offices to act as hotlines where individuals, groups or organizations can send in their feedback by writing, phoning or physical visits is another viable option for rural areas. Feedback generated will be compiled into a provocative annual “Voices of the People,” report which will generate the issues and themes to be debated and addressed during PPWs as shown in the figure 2. Actors will be able to immediately respond to burning sectoral issues through this annual forum. To complement the voices of the people report will be the PSSS which will investigate public knowledge and perceptions on the NSGRP.

CHAPTER 5: IMPLEMENTATION, MONITORING AND EVALUATION

5.1 Introduction

The implementation of this communication strategy will require the commitment and involvement of many individuals and organizations. Especially important will be the involvement of communication units within the various stakeholder groups. These units will help in information dissemination but also in generating feedback throughout the implementation of annual communication action plans. This chapter spells out the roles and responsibilities of the various actors as well as the monitoring and evaluation arrangements of the strategy.

5.2 Management

As chair of the DSA under the existing institutional arrangements of the PMS, the PED will preside over the co-ordination and execution of activities of the communication strategy, as well as coordination and facilitation of the activities of the DSA. The activities include: in consultation with the members of the DSA, design and preparation of publications and other small media materials, development of messages and information for the mass media, quality control and capacity building.

5.2.1 *Strategic support team*

The PED will be supported by a strategic support team, which will help in processing information, designing key messages, developing annual communication agenda and assist in running official communication programmes. This core team will serve as the think tank and central processing unit of all communication agenda under this strategy. The team will also help in liaisons with government institutions and other stakeholders to ensure consistent and coordinated delivery of strategies. The team will assist in performing the following key tasks:

- Through LGAs and CSOs, identify appropriate institutional mechanisms and agents for communications at village and district level
- Issue an annual communication schedule together with a calendar of communication events to be undertaken by the government and other stakeholders
- Prepare and provide topical and informative media releases
- Identify, acquire, prepare and provide information of interest to particular stakeholder groups
- Inform the press on the major decisions taken in respect of the poverty monitoring system

- Provide regular updates to the press on progress on THE NSGRP targets
- Collate and assess feedback from stakeholders
- Arrange media briefings
- Maintain and update the website <http://www.povertymonitoring.go.tz>
- Coordinate capacity building programmes for government and non-government communicators
- Produce and disseminate newsletters, posters, TV and radio programmes, videos, brochures and other material

5.3 Stakeholder roles and responsibilities

The following are the roles and responsibilities of key institutions in the implementation of the NSGRP communication strategy.

5.3.1 MDAs and LGAs

Various ministries, departments, autonomous agencies and regional secretariats are currently implementing wide ranging communication strategies, part of the government's recognition of the importance of effective communication as a means to enhancing accountability, integrity and transparency in public affairs. The VPO will collaborate very closely with the communication officers in MDAs and LGAs in an effort to mainstream messages and issues related to the NSGRP in the implementation of these strategies. In order to cultivate "buy-in" as well as the general public's support, sustained commitment and consistent messages from the political leadership will also be critical to the credibility and sustainability of the communication strategy.

5.3.2 Non-State Actors

CSOs, FBOs, private sector, and community leaders active in public information and education will play an important role in dissemination work. They will greatly complement government by providing the public with adequate and accurate information about poverty reduction efforts. This also requires political and religious leaders to use their influence and the platforms they have, to encourage public interest in and debate about the NSGRP and facilitate participation in implementation and monitoring of earmarked strategies.

5.3.3 Technical working groups of the PMS

Because of their information component, each of the four technical groups of the PMS will play an important role in implementing this communication strategy. Survey and Census chaired by the National Bureau of Statistics, Research and Analysis led by the President's Office and Routine Data Systems coordinated by President's Office, Regional Administration and Local Government (PO-RALG) will be responsible for information generation. The DSA will play a pivotal role in defining strategies and activities necessary for meeting communication objectives.

5.4 Harmonisation

The establishment of links and networks with IEC units within development partners, MDAs, LGAs, CSOs and communities will be necessary to ensure a consistent and a co-ordinated communication process. This will ensure quality of products is controlled and will help minimize duplication of activities. Partial funding to prop up stakeholder involvement will be considered.

5.5 Capacity building and training

The success of communication programmes will depend on skills and institutional capacity of executing and coordinating government and non-government stakeholders. A series of capacity building activities will be necessary for these actors so they can provide their audiences right and clear information on the NSGRP, budget process and the PMS.

The Poverty Eradication Division is running a series of short-term skills enhancement programmes on poverty policy analysis that target government and the press corps. For the press corps, the skills enhancement programme should develop a cadre of better-informed print and electronic journalists, IEC officers in the various ministries and communication specialists from other domestic stakeholders who will more accurately report information through newspapers, magazines, radio, television, film, and the Internet, and influence an increase in accurate reporting on poverty issues. Similar programmes should be initiated in collaboration with development partners to enhance strategic communication efforts.

5.6 Monitoring and Evaluation

Currently there is little true evaluation of the work carried out by communications. It is a priority for this communication strategy to provide this service. Monitoring and evaluation of the communication efforts will not only inform future phases of communication programmes, but will also help in

ensuring messages conveyed are developed and adapted in light of the interests and preoccupations of public opinion.

Formative evaluation will be woven into programme planning from the outset. It will involve ongoing pre-testing and evaluation of strategies and tactics during communication development and delivery to ensure that it meets stakeholder needs. For example, when messages are being developed, a formative evaluation will involve pre-tests to get feedback on pilot material.

A summative evaluation will follow to track how, and how well, a package of communication tactics have helped to meet objectives and outcomes. It will allow a reassessment of the objectives based on any changes that may occur, determine areas where additional effort is needed, identify effective activities or strategies and reaffirm support for the communication strategy.

5.6.1 Benchmarks of success

Success of the communication strategies will be measured by establishing that the following have been achieved:

- Audiences exhibit substantive understanding of and participation in the NSGRP.
- Audience segments receive accurate, substantive updates on implementation.
- Target audiences including at grassroots level have ample opportunities to provide their views and feedback to planning and development of policy.
- Presence of two way flow of information is in-place and sensitization and advocacy of outcomes of the PMS technical reports.

CHAPTER 6: FINANCING

6.1 Introduction

This chapter assesses the financing implications of achieving the objectives of this communication strategy. It also presents the financing framework and a generic budget for the implementation period.

6.2 Financing Framework

The estimation of the NSGRP Communication Strategy is a maiden exercise and therefore does not build on any previous process. In view of this, the focus therefore is on the cost of activities in one way or another that will assist in the attainment of the strategy.

6.2.1 Basic considerations

Financing of the activities of the strategy will depend mostly on internal resources arising from the government budget. External resources channeled through the PMS pooled fund will complement these internal resources.

6.2.2 Estimation of Requirement

Adequate financial resources should be earmarked for audience surveys and opinion research, creative development, production of IEC material, media placement and monitoring, capacity building, technical assistance and outsourcing and training.

The strategic support team also requires hardware equipment including cameras, software, human resource skills and short-term technical assistance in order to produce official media.

A newsroom with a podium, Public Address system, audio-visual equipments, internet web cast capability, internet and simultaneous translation facilities will be necessary for this team to be able to effectively produce official media and support government communication efforts. Additional capacity building requirements will be specified in annual communication action plans.

6.3 Financing Modality

The budget of the NSGRP communication strategy will be included in the work plans of the Dissemination, Sensitization and Advocacy technical working group. Possibility for including the

communication activities and budget in respective MDAs and LGAs will be explored in the future during the preparation of the government budget. The financing modality assumes that stakeholders such as civil society, private sector, development partners will play a crucial role in the implementation of the strategy through provision of financial and technical resources.

The PMS funding modality will be used to receive and channel resources for various activities. An annual communication schedule will provide a menu of thematic windows from which stakeholders proposing innovative communication programmes can access small support grants.

6.4 Small Grants Fund

The annual communication schedule will provide a menu of thematic windows from which stakeholders proposing innovative communication programmes can access small support grants. These grants will aim at empowering stakeholders to undertake innovative communication approaches that best apply to their contexts. The reason behind the small size grants is to allow as many stakeholders as possible, particularly the smaller and remotely based internal stakeholder organizations to benefit and participate in strategic communication activities. Guidelines for accessing these grants will be issued by the PED.

6.5 Budget

The three year budget has been outlined below, along with an estimate of the budget requirements to 2007/08.

Budget in '000 TShs

ITEM	TOTAL	2005/06	2006/07	2007/08
1. Audience surveys and opinion research 1.1 Consultancy fee 1.2 Fieldwork: - Travel - DSA - Fuel 1.3 Stationary 1.4 Data processing and analysis 1.5 Reporting costs 1.6 Miscellaneous	150,000	75,000		75,000
2. Message development 2.1 Consultancy fee 2.2 Message testing - Travel - DSA - Fuel 2.3 Focus group w/shops 2.4 Stationary	270,000	90,000	90,000	90,000
3. Media buying 3.1 Consultancy fee 3.2 Message re-packaging 3.3 Airtime 3.4 Newspaper space 3.5 Advertising	450,000	120,000	150,000	180,000
4. IEC Material production 4.1 Graphic design 4.2 Pre-testing 4.3 Focus group w/shops 4.3 Printing 4.4 Distribution costs	712,500	225,000	262,500	225,000
5. Media monitoring and Voices of the People report 5.1 Consultancy fee 5.2 Newspaper procurement 5.3 Quarterly newspaper clipping reports 5.4 Travel 5.5 DSA 5.6 Fuel 5.7 Feedback database 5.8 Reporting costs	360,000	120,000	120,000	120,000
6. Communication grants 6.1 Advertisement 6.2 Selection meeting costs 6.3 Travel 6.4 DSA 6.5 Fuel	1,875,000	450,000	675,000	750,000
7. Promotions and Special events 7.1 Public events 7.2 Entertainment	585,000	180,000	180,000	225,000
8. Media investigations 8.1 Travel 8.2 DSA 8.3 Fuel 8.4 Reporting costs	108,000	36,000	36,000	36,000

ITEM	TOTAL	2005/06	2006/07	2007/08
9. Equipment 9.1 Computers 9.2 Multimedia equipments 9.3 Press room 9.4 Upgrading of website	75,000	45,000	15,000	15,000
10. Capacity building 10.1 NSGRP Communication Officer 10.2 Coordination meetings with sector Communication Officers 10.3 Travel 10.4 DSA 10.5 Fuel 10.6 W/shops and meetings	285,000	120,000	90,000	75,000
11. Training 11.1 Short-term training 11.2 Media w/shops 11.3 Training in report Writing skills	228,000	36,000	120,000	72,000
12. Technical assistance and outsourcing 12.1 Short-term consultancy 12.2 Sub-contracting costs 12.3 Task Force/Working Group Meetings/retreats	285,000	75,000	120,000	90,000
13. Monitoring and evaluation 13.1 Consultancy fee 13.2 Travel 13.3 DSA 13.4 Fuel 13.5 Stationeries	100,000		50,000	25,000
TOTAL	5,483,500	1,622,000	1,858,500	1,978,000

Annex: The NSGRP Communication Strategy Matrix¹

Objectives	Themes/Issues	Target audience	Strategies/activities	Outcomes	Channels	Feedback
Increase awareness of the NSGRP, PMS and Budget/PER across target audiences	<ul style="list-style-type: none"> - general NSGRP and PMS issues - progress reports - budget issues - sectoral issues such as health, education, water etc. 	- urban population	<i>Public education/ information dissemination</i> <ul style="list-style-type: none"> - write features stories - develop video documentaries - send press releases and public service announcements (PSAs) - letters to the editor - op/ed pieces - prepare fact sheets, briefs, backgrounders - promote debate in the media around budget allocations - encourage a sound understanding of fiscal management - design and disseminate calendar indicating budget cycle and stages 	Stakeholders are aware of and are able to translate policies into action	<ul style="list-style-type: none"> - mass media including radio and television - website - chat rooms - newsgroups - print information— letters, fact sheets - workshops - billboards 	<ul style="list-style-type: none"> - public service satisfaction survey (PSSS) - annual voices of the people report - media monitoring and analysis - oral feedback opportunities presented by communication outreach activities - web comment/feedback
		- rural population	<ul style="list-style-type: none"> - produce brochures and posters - exhibit at trade and agricultural shows e.g. <i>Dar es Salaam International Trade Fair (DITF)</i> and <i>Farmer's Day</i> - meetings with community leaders/sector-specific professionals - popular radio and video documentaries on various themes e.g. agricultural marketing, farming, environmental sustainability, investment, health, pastoralism, fishing, agro- processing - build capacity at community level for increased dialogue and involvement 		<ul style="list-style-type: none"> - radio - edutainment (through radio, drama, songs) - grassroots journalists - brochure, posters - village meetings - community information centres - billboards 	
	<ul style="list-style-type: none"> - general NSGRP and PMS issues - political dynamics - progress reports - in-depth analysis of the poverty status and trends 	<ul style="list-style-type: none"> - journalists - civil society organizations - government representatives 	<ul style="list-style-type: none"> - awareness workshops - seminars - meetings and briefings - publish newsletters - press association - civil society networks 		<ul style="list-style-type: none"> - newspapers - newsletters - magazines - websites - TSED - press associations - civil society networks 	

Objectives	Themes/Issues	Target audience	Strategies/activities	Outcomes	Channels	Feedback
Place the issues of poverty on the agenda of the mass media	<ul style="list-style-type: none"> - how to use strategic communication in development operations - dealing with media - writing/ editing/ presentation - publications (newsletter, brochure, leaflets etc.) 	<ul style="list-style-type: none"> - print and electronic journalists - information/communication officers from MDAs, LGAs, CSOs, NGOs, FBOs, communities 	<ul style="list-style-type: none"> - regular short briefings - create and sustain an online discussion forum - invite journalists on targeted field visits highlighting poverty reduction initiatives - learning workshop on information and communication issues (i.e., how to use strategic communication in development operations) - study tours - on-job technical assistance - internship - workshops - training and skill development for media in development journalism - scholarship 	Improved awareness and skills to communicate NSGRP issues	<ul style="list-style-type: none"> - face-to-face meetings, workshops - video conferencing - online learning - teleconference 	<ul style="list-style-type: none"> - analysis of workshops/seminar evaluation reports - media monitoring and analysis
Build consensus among key stakeholders	<ul style="list-style-type: none"> - progress against THE NSGRP targets - priorities for resource allocations - lessons from grassroots experiences - research findings 	<ul style="list-style-type: none"> - civil society organizations - business leaders - trade union leaders - NGO, aid organization leaders - political elite - development partners 	<p><i>Awareness raising, education and consensus building</i></p> <ul style="list-style-type: none"> - learning workshops - brochure 	Feedback is used for evidence-based decision making	<ul style="list-style-type: none"> - radio - promotional materials e.g. t-shirts, caps - participatory poverty assessment - television - newspaper - participatory poverty assessment 	<ul style="list-style-type: none"> - poverty policy week - surveys to track changes in knowledge, attitude and behaviour as a result of a communication intervention
Map out the perception, attitude, and behaviour of target audiences		<ul style="list-style-type: none"> - general public - civil society - govt. stakeholders 	<p><i>Opinion research, monitoring</i></p> <ul style="list-style-type: none"> - surveys and focus groups to understand people's attitudes, level of knowledge/ information need - audience segmentation and mapping - media content analysis - follow-up surveys for tracking the change in knowledge, attitude and behavior 	Communication is tailored-made according to specific needs of different audiences		
Monitoring and evaluation of NSGRP communication programmes			<ul style="list-style-type: none"> - develop indicators for measuring impact of information and communication activities (dependent on opinion research) 	Messages are developed and adopted in light of public opinion and interests		

ⁱ Information will be targeted to particular audiences but there will be occasions where information will be provided to all or a number of audiences simultaneously. Messages may also be directed at different demographic groups. These will vary in accordance with different needs, motivations, barriers and enablers. Elements of this matrix are outlined in section four of the communication strategy.