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**Awareness Campaign and Communication Strategy
for the Environment**

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**with the collaboration of
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English version

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FORWARD

It has long been recognized that communication about any social issue, the environment included, can't be tackled in a vacuum. Economic and social conditions, history, values and traditions must all be taken into account; in fact, more than be taken into account, because it is these conditions which the communicator is usually attempting to help gently shift so that they will accommodate and support new ideas and behaviors. Communication -- here taken to include concepts and techniques from social marketing, advertising, public relations and stakeholder mobilization -- is vital in helping people learn, make decisions and plan. Once they have chosen, communication can help them make the changes -- societal or individual -- which they have decided upon.

With respect to the Madagascar Environmental Action Plan ("Plan Environnemental" -- PE), a fifteen-year plan undertaken by the Government of Madagascar and financed by a multi-donor group led by the World Bank, the following communication strategy was written and "stakeholdered" in the middle of things: the PE is at the end of its first five-year tranche and the Malagasy are completing their planning for the second tranche.

As the Terms of Reference for the development of this strategy point out,

Madagascar's Environmental Action Plan is a complex and far-reaching undertaking. The plan requires the orchestration of a host of institutional actors at various levels of the Malagasy government, donor agencies, national and international NGOs, the private sector and within local communities. It is at the local level that first-line natural resource users -- communities, farmers, herders, wood-cutters, forest squatters, and individual firms and enterprises -- must be given new incentives to adopt sustainable regimes for managing the natural resource base while conserving the unique biodiversity of the 'island continent...'

The problem lies in how to develop a strategy and develop models for media campaigns aimed at informing the population of significant issues related to environmental policies and environmental review procedures. Moreover, there is a need to develop clear role definitions among all of the principal institutional actors involved in informing, educating and sensitizing the public with regard to participative processes, and transparent and dynamic policy formulations... With tourism, for example, environmental quality is central to the sustainable growth of the industry. Hence, it is essential to provide support to the various ministries that will coordinate the application of legal standards governing traffic, pollution, foreign direct investment, small business support, tourism promotion, etc. in order to stimulate growth without stifling the very resources on which the industry is based. This can be achieved only with the support of local communities and the populace in general...

The TOR mentions such specific areas of policy concern as land and resource tenure, decentralization and local institutional development, environmental review procedures, sustainable development, energy conservation, public health, protected areas and sensitive habitats. It calls for a sorting out of priorities based upon the goals of the Environmental Charter (Charte de l'Environnement) and the EAP, in consultation with all interested parties, through the vehicle of a workshop, and says the communication strategy "must take into account any significant limiting factors such as the difficulties of communication, financial constraints, etc. and propose ways for over coming these potential problems."

The challenge, thus, was to find practical and coordinated themes, vehicles and methods for a very complicated set of objectives -- to provide "orchestration" for what could otherwise be either a cacophony or, given the financial and logistical constraints, a tangled and inaudible pianissimo.

The strategy which follows was drafted by the author and then re-worked after a participatory workshop held in Antananarivo in July, 1995. Key conclusions of the workshop are summarized in this report and appear in full in the Workshop Report, available from the KEPEM office, Antananarivo.

It should be noted that the recommendations in this paper focus on participation, awareness and information. Education, training and community extension work are acknowledged to be of the utmost importance for the PE but, with the exception of training for communication personnel, they are not within the scope of these recommendations. Nevertheless, during the workshop, the participants decided it was very important to consider education strategies. Their recommendations appear in the Workshop Report.

This is not a finished document. It is open to modification as circumstances and as decisions are made regarding budgeting, funding, leadership and staffing of the implementation team. Since this strategy was written, there have already been changes in government leadership and a number of the key contributors, including ministers, are no longer in the same jobs. However, because reporters, editors and TV and radio programmers participated with in the Communication Workshop with staffs from a number of ministries, execution of some of the elements in the strategy is already underway.

The author would like to reiterate the recommendation made in the paper that, when all the pieces are in place for the implementation of the environmental communication strategy, another workshop be held with a greater spectrum of stakeholders, including not only the ministries, organizations and media which attended the July 95 communication workshop but also representatives of the major environmental organizations, the full spectrum of donor organizations, the churches and other stakeholder organizations; scientists, village elders and other local leaders.

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NOTE

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The language, expressions and ideas are the responsibility of the author and should not be attributed to the organizations or individuals mentioned herein.

INTRODUCTION

A. THE MADAGASCAR ENVIRONMENTAL ACTION PLAN AND ITS PROGRAMS AND OBJECTIVES; COMMUNICATION TO DATE

The Environmental Action Plan ("Plan Environnemental" -- PE) was launched in 1988-89, with a time horizon of fifteen years. The concepts elucidated in the PE were incorporated into legislation (Law 90.033) in December 1990.

The PE was conceived within the broader context of national development, which has three complementary goals: the war against poverty, the re-establishment of financial balances and the establishment of a better regional balance. A family planning program and improved security are fundamental conditions for the success of the PE.

The PE is divided into three five-year segments -- PE I, PE II and PE III. The Chart de l'Environnement states that the purpose of PE I has been to verify the hypotheses of the Environmental Action Plan, to put institutions and logistics into place and to begin implementation.

Based on an evaluation of the first five years, PE II, due to commence in 1996, is expected to continue the initiatives undertaken during PE I as well as reinforce the institutional and management framework. It is, among others, a stage of reorientation and reflection during which the principal strategies must be affirmed, notably with respect to the human dimension, community participation and awareness.

During PE III, the Malagasy must themselves take over the management of their environment.

For further information about the current situation in Madagascar and a summary of the Environmental Action Plan, see Annexes I and II.

Communication to date

- o A coordinated communication plan was excluded from the activities of PE I.
- o Nevertheless, the AGEX and operateurs have developed many communication activities.
- o In December, 1994, the official follow-up committee (COS) decided that, as part of the recommendations for PE II, a strategy for "Sensibilization, Information, Education and Formation" (SIEF) should be developed and a SIEF capability and program should be established in each of the AGEX (the implementing and operating organizations).

B. THEORETICAL FRAMEWORK

Drawing from social science theory, social communication is a strategy for changing knowledge, opinion and behavior. It begins with the recognition that people do things which they understand and perceive to be in their best interests; and they can understand things only if they are taught.

Social communication represents an external source deliberately providing information which is the basis for change. To be effective, such communication should address the following questions: What's in it for me? What can I do? How can I make a difference?

How do people learn? Both common sense and theory point a progressive change whereby an individual is made aware of something, develops an interest in it, starts to weigh or evaluate the benefits and losses from it, actually tries out the new thing and finally makes a decision about whether he will adopt or reject the new thing or behavior.

Two rules of thumb are: 1) the more senses are stimulated, the more learning occurs; 2) mass media are useful for engaging the heart, stimulating interest, raising awareness and providing information; interpersonal methods are more effective in persuading individuals to adopt and maintain new behaviors.

I. OVERVIEW: MOBILIZATION AND SOCIAL COMMUNICATION STRATEGY

A. PURPOSE AND OBJECTIVES

The purpose of this strategy is a comprehensive, coordinated mobilization and social communication program -- divided into a series of campaigns over the next five years -- to influence individual behaviors, groups and institutions, using marketing, advertising and "edutainment;" public relations, mobilization and information strategies. Based on lessons learned, this strategy should be revised annually and, at the end of Year Four, a new communication strategy should be prepared for PE III.

The Government of Madagascar recognizes that the support and participation of officials, opinion makers, the private sector and the public are necessary to the success of the PE. Both the government and non-government organizations (NGOs) in the country have undertaken communication programs with respect to the environment. However, further work is necessary -- and this work will be partly a matter of creating greater synergy and coordination among the communication programs already begun, so as to get the most possible from scarce resources; and partly a matter of developing and funding new activities, targeted to a variety of audiences, to gain broader support and participation.

Thus, this strategy paper is designed to assist the National Environmental Office (ONE) in coordinating, discussing and testing communication plans and programs with an array of concerned organizations, including local, national and international NGOs, the private sector and Government of Madagascar agencies.

Above all, this strategy is designed to support the goals and objectives of Madagascar's Environmental Charter. The goal of the Charter is to reverse the spiral of degradation and reconcile the population with its environment. The Charter emphasizes people, the growth of their knowledge and awareness and the impact on the environment which can be expected from the resulting changes in behavior. It stresses citizen awareness and participation, with an accent on local communities. It avers that improved awareness is urgent in order to reestablish an equilibrium between population growth, economic development and the conservation of natural resources.

B. POSITIONING AND APPROACH

Several key elements need to be emphasized in the overall positioning of the environmental communication strategy:

1. *Participation.* Given the emphasis of the Environmental Charter on public consensus, commitment and accountability, citizen participation is at the forefront of this strategy. The recommendations thus include two participatory elements: a) broad scale review by the country's leadership and citizenry of the PE, its accomplishments to date and future objectives and programs; with the goal of reaffirming or perhaps modifying the central purposes and strategies of the PE; b) participation at the local level in creating environmental communication.

Such participation needs to grow from the participatory strength of PE I, which has made great strides in establishing various types of small village projects.

At the same time, there are many other communication elements in this strategy -- and a chief goal of these elements is to raise the citizens' awareness and understanding so that, as they participate, they can make informed decisions.

2. *Simplicity, synergy and pragmatism.* The objectives of the plan are ambitious and complex, and communication effectiveness depends upon multiple diffusion of messages. Nevertheless, the communication program must be practical enough so that it can be successfully executed. Therefore, the author has sought to strike a balance between the ideal and the "doable" and recommending a division of labor among many actors, including the private sector.

In the same spirit, given that many of the implementing agencies (AGEX) and project operators (Operateurs) already have communication offices and programs, these recommendations focus on unified strategies, which complement the existing programs, which give the entire effort a higher profile, and which, where possible, use existing resources synergistically.

Cooperation should also be sought with health, sanitation and population programs, particularly in the area of jeux éducatifs, where cross-topical programming would be very interesting to the public (e.g. a soap opera which weaves all of these topics into its dramas.)

3. *Dealing with the complex nature of communication about the environment.* These recommendations focus on several types of communication:

- o Efforts whose purpose is to reach people's hearts, awaken their awareness, increase their understanding of environmental issues and draw them into informed dialogue and decision-making.
- o Clear and specific calls to action -- if citizens are requested use less firewood, for instance, what concrete alternatives are they requested to put into practice?

A complication, but one which can be overcome, is that the science and technology of conservation in Madagascar are evolving. Thus, for example, the recommendations with respect to farming, substitutes for Tavy and soil conservation might change over time. This challenge, a common one during a period of worldwide knowledge explosion, can be met by a) strongly emphasizing news and information; b) openly acknowledging the instances where the answers are not known yet; and c) diffusing many stories about the research, trials and successful practices which are flowering across the country and stressing the value of local knowledge and techniques.

An additional challenge lies in the translation of dry, complicated scientific and technical concepts and information into simple, popular communication. The recommendations include tactics for addressing this issue.

4. *Dealing with public perceptions about priorities: the environment vs. development.* It appears that many people in the country believe environmental concerns have been given priority over development. To redress the balance, the environmental story should be told in the broader context of development, with an emphasis on the practical benefits to the people of Madagascar. This can be done with integrity because development is the framework to which the key environmental actors are committed. In addition, the environmental message may be delivered indirectly through campaigns which, for example, feature "National Tree Day" or "Beautiful Madagascar." In some instances, the only reference to the environment might be in the form of a national environmental logo.

5. *Trust, honesty and accuracy.* In order to foster trust, there needs to be an emphasis on accuracy and honesty in all communication, on genuine dialogue, real involvement of all stakeholders in decision making, feedback loops and on clarification of misunderstandings.

6. *Capitalizing on the communication strengths of PEI.* On a practical note, one of the PE's greatest strengths is its mini-projects and field activities and the interpersonal communication already underway. The recommendations take these successes into account.

7. *Communication across ethnic and geographic lines.* Communication strategies must take into account the ethnic, economic and biological diversity of the country.

8. *Private sector and fund-raising opportunities.* Where private sector or fund-raising opportunities exist, they are flagged with a \$\$ symbol.

C. TARGET POPULATION SEGMENTS

These strategies should focus on the following target population segments:

1. **The leadership.** Leadership groups are both communication targets and conduits to others.
 - Leadership and staffs of key government agencies -- national, regional and local.
 - Legislators
 - Universities, associations and clubs
 - The donor group
 - Businesses
 - with national or regional advertising presence; might help disseminate environmental messages; or
 - whose activities have or might have an environmental impact --
 - o mining
 - o timber and paper
 - o fishing
 - o consumer products using plastic or metal containers
 - o recycling
 - o tourism
 - o agribusiness
 - o electric utilities
 - o auto import and sales
 - Madagascar foundations, NGOs, charities (national, regional and local).
 - The Catholic and Protestant church leadership and local churches (may take on community organizing, communication, training and other roles).
 - The media
 - Traditional family heads, councils of village elders and general assemblies of the fokonolana or fokotany (in many sections of the country, the leaders of these villages and clusters of villages are the only authorities with real influence or effectiveness)
 - Other leaders and opinion makers
2. **People whose individual activities and behaviors have a direct impact on the environment.**
 - Farmers
 - People living in and around protected areas
 - People living around national parks
 - People living around national forests
 - Owners and drivers of vehicles
 - People who use wood-burning stoves
 - Tourists
3. **The general public**

D. KEY MESSAGES AND VALUES

In consultation with scientists and technicians, specific messages need to be developed and translated into simple, direct language, answering the questions:

- What's in it for me?
- What should I do?
- How can I make a difference?

Following are broad concepts which should inform the messages:

1. Fundamental development messages:

- Economic development is a central and inseparable feature of the PE.
- Family planning is a sine qua non for success.

2. Direct economic benefits of environmental activities

- **Benefits of biodiversity:** preservation of the rich Malagasy natural heritage, contribution to development by tourism, protection against erosion, regulation of the water cycle.
- **Benefits of soil and water conservation, agroforestry and reforestation:** halt to degradation, improved agricultural productivity, sustained production systems. Based on similar operations elsewhere, the World Bank estimates economic profitability of between 5 and 15%.
- **Benefits of land registration and land surveying:** World Bank studies have demonstrated that land registration operations have a very high profitability and comprise one of the best investments in the agricultural field; for example, a study carried out in Thailand reveals an internal rate of profitability of 70-80% for land registration. Without sufficient land security, it is difficult for farmers to invest in land and protect and manage the environment in a sustainable fashion.

3. Employment benefits: local community improvements have lead to new jobs; new jobs have also opened up and will continue to open up in the environmental sector (wardens, guides, tourism personnel, etc.)

4. Benefits of specific calls to action (see section on campaigns and contests)

5. Key messages by region

<u>Messages</u>	<u>Region</u>				
	High Plateau	East Coast	Mid West	West Coast	N. S.
Agriculture					
Soil conservation and anti-erosion	x	x	x	x	x x
Rainfed agriculture	x		x		
Restoration of fertility	x				
Crop diversification	x		x		x
Land security	x				
Increased food security		x			
Better usage of land & discouragement of Tavy	x	x		x	x
Windbreak hedges					x
Varieties which tolerate dry conditions					x
Tourism and ecotourism					
Parks, forests and protected areas	x	x	x	x	x x
Improved living conditions -- urban and rural					
Watershed management	x	x	x	x	x x
Coastal and marine issues		x		x	x x
Decentralization	x	x	x	x	x x
Prevention of or response to natural catastrophes	x	x	x	x	x x

6. Relationship of messages to values

The messages can best be delivered by association with deeply held Malagasy values:

- Love for children, the future heirs and descendants.
- Respect for the ancestors -- Dieu Sanahary. Madagascar is a sacred heritage which the ancestors have left to the living; the ancestors must be respected and honored through the people's traditions.
- Fihavanana -- consensus, solidarity and mutual help, in sorrow as in joy.

Input from the Workshop: The Communication Workshop participants emphasized the importance of avoiding slogans and of offering specific alternatives to current practices and localizing the messages according to region, ethnic group and local conditions. They noted, for example, that in some parts of the country, it would be difficult to persuade the population to use energy-efficient stoves because the families gather around the fire at night and depend on the stove light to read, work and carry out other activities.

E. GETTING STARTED

It is recommended that, when the funding and communication staff are in place, another planning workshop be held, with a broader group of stakeholders, including not only the ministries, organizations and media which attended the July 95 communication workshop but also representatives of the major environmental organizations, the full spectrum of donor organizations, the churches and other stakeholder organizations; scientists, village elders and other local leaders.

These workshops should

- Review and revise the strategy recommendations
- Negotiate support and roles
- Determine how to reduce costs and obtain synergies
- Determine who will further develop the organizational and tactical plans

Such workshops should be held annually to revisit purposes and plans. These workshops can provide the model for the regional participatory workshops (see "PARTICIPATION," below).

Participants should be identified by considering:

- Who might be affected (positively or negatively) by the issues to be addressed by the workshop?
- Who are the 'voiceless' for whom special efforts may have to be made?
- Who could represent those who are likely to be affected?
- Who is responsible for what is intended?
- Who is likely to mobilize for or against what is intended?
- Who can make what is intended more effective through their support, or less effective by their non-participation or outright opposition?
- Who can contribute financial and technical resources?
- Whose behavior has to change for the effort to succeed?

F. HOW WILL WE KNOW IF WE'VE SUCCEEDED?

Forecasting tools for advertising and media relations apparently do not exist in Madagascar. However, some environmental communication activities have been evaluated, notably by the National Association of Protected Areas (ANGAP). These should be reviewed. More important, before undertaking important campaigns, a survey should be undertaken to evaluate the environmental knowledge, attitudes and behaviors of the target audiences.

At the end of the first year, a second survey should be undertaken, in order to determine the impact of each principal communication activity. The data should form the basis for planning the second year's communication activities.

In a larger sense, the best measure of communication success will be the outcome of Madagascar's stakeholder participation efforts. If the citizens affirm their commitment to conservation in regionwide participatory workshops, if local resource management takes hold and if the hundreds of local participatory projects continue to expand and produce results, the communication program will no doubt have made an important contribution.

II. PARTICIPATION

A. PURPOSE

The participation of broad spectrum of Malagasies in environmental decisions. Development of environmental consciousness in daily life.

B. APPROACH

1. *Workshops.* During the fourth year of the PE II, participatory techniques should be used to give Madagascar leadership and citizens the opportunity to further learn about the country's environmental programs, better understand the place economic development already plays in these programs and, if they wish to do so, affirm or revise their commitment to the environmental/development objectives. This participatory approach should be implemented through 28 regional workshops.

The results of these workshops should be fed into a national strategic planning task force which will synthesize the recommendations. In the first three months of Year Five, follow-up workshops should be held, again in each of the 28 regions, to validate the synthesis.

The findings should be fed into the planning of PE III, with participation and oversight by committees selected during the workshops.

2. *Stakeholders.*

Invitations should be extended to all key stakeholders or their representatives. Several sets of players should be given particular emphasis:

- a. The country's national and local leadership and opinion makers.
- b. Selected communities where local support and commitment to behavior change are believed to be necessary to environmentally sustainable development.
- c. The general public.

Special care needs to be directed to including the voiceless and to ensuring that intermediaries claiming to represent them actually do so. A 1994 study by KEPEM, "Rapport sur les Recherches Relatives a la Gouvernance Locale a Madagascar," of six communities in Aires Proteges (protected nature areas) sheds some light on this matter. The study found that, except where a homicide had damaged customary ties, the villagers were influenced primarily by their family elders and, secondarily, by their village elders. The study determined that outside NGOs and "modern" government overlays generally did not have a high influence.

This study notwithstanding, great strides have been made during PE I in establishing various types of small village projects. Some examples are the the National Association for Environmental Action's (ANAE) 540 plus mini-projects and World Wildlife Fund's (WWF) debt swap programs, with 350 field workers. At the same time, both the Department of Water and Forests (DEF) and the National Association of Protected Areas (ANGAP) and DEF have moved from an enforcement mentality to a participatory stance, making their agents development officers. They are integrating awareness, education, information and training (SIEF) into their agents' programs. The participatory efforts in PE II should, of course, build upon these accomplishments.

In addition, where the the Malagasy churches and other organizations and have respected field-based programs, they may also serve as representatives of various stakeholder groups.

3. *Communication.* During the first three years of PE II, a major portion of the communication activities should be aimed at establishing the groundwork for these workshops. Because of the importance of these workshops to the future of environmental programs, personal presentations and distribution of key communication materials to village heads, local clubs, organizations, churches and community organizers is imperative -- so as to reach the key stakeholders who will participate in or be represented in the workshops.

C. Input from the Communication Workshop

The Communication Workshop participants underscored that the involvement of the entire country in environmental behavior is vital for the success of the PE. They mentioned the participatory requirement of the Environmental Charter; the planned local elections and the national decision to release the management of natural resources to the villagers and peasants. The participation element, including the 28 regional workshops, thus emerges as a chief reason for the communication strategy.

For details on participatory techniques, see excerpts from *The World Bank Participation Sourcebook* in Annex III.

III. AWARENESS

A. PURPOSE

Communicate in a culturally appropriate manner with both elites and the general population. Focus communication activities on what the target audiences are being asked to do, not do or allow the government or environmental organizations to do. Influence both attitudes and behaviors. Establish dialogue and feedback loops.

B. INTRODUCTION AND APPROACH

1. *Coordination.* As has been mentioned previously, coordination with national and international organizations working in Madagascar on related projects is imperative -- to avoid duplication and second, to capitalize on existing channels and methods of diffusion. The recommendations for campaigns suggest such linkages. However, please note that, with a few exceptions, no contacts have been made with the organizations suggested below; thus, their interest and commitment would need to be assessed.

Many organizations, groups and clubs (the Malagasy Council of Churches [FFKM], population and health programs, the military and gendarmerie, to name only a few, as well as the environmental implementing agencies [AGEX] and the project operators ["opérateurs"]) have field workers -- an estimated several thousand -- who can be the conduits for environmental messages. Even more important are the village elders who, as has been mentioned, appear to have the strongest influence in their communities. Much of the work and expense of the communication groups should be directed towards building relationships with these groups, providing messages and materials to them and in consultation with them and treating them as highly valued "customers."

2. *Ministry of Culture projects.* It may be useful to be aware that the Ministry of Culture has a number of highly creative projects, both underway and completed, such as a Theatre de Radio Comique on the family planning theme. A contest for scripts resulted in 22,000 letters and 500 scenarios, judged by a panel of specialists. The Ministry is currently collaborating with UNICEF on a family planning effort. UNICEF is providing some equipment to National TV (whose studios, cameras and tape decks will nevertheless continue to be woefully antiquated and inadequate.)

A sample contract between World Wildlife and the Ministry of Culture has been included in the "Communication Sourcebook," available at the KEPEM office in Antananarivo.

The Ministry of Culture is obtaining school notebooks for all Malagasy students from an international donor and has offered to imprint environmental messages on the covers. It is recommended that, for this purpose, the Ministry select slogans, themes and information from the campaigns listed below.

The Ministry has also proposed that cassettes of pro-environment music and short messages be distributed on cassettes to "taxis brousses" (bush taxis) across the country. This would provide an excellent means of differentiating messages for different locales.

2. *Ministry of Agriculture radio program.* The Ministry of Agriculture also has a project worth noting: a weekly radio program for farmers. This program apparently has some problems, including lack of funds and the difficulty of finding an hour when farmers are home and can listen. Radio nevertheless appears to be the best way to reach masses of farmers, and it is recommended that this program be looked into. The Ministry has also developed comic books and is seeking funding for distribution.

3. *Entertainment star.* A national entertainment star should be invited to be permanently identified with the Environment-Development-Population messages. His or her music and music videos would be featured in all campaigns. In addition, traditional theater, music and dance should be utilized. The hira gasy of the high plateau first comes to mind in this respect, but other traditions may be even more important for reaching diverse ethnic groups; for example, the Donia of Nosy-Be, the Fitampoha of Belo sur Mer, the Sambatra of Mananjary, the Savara of Tulear and the Alahamady-Be of Antananarivo.

4. *Important role for youth.* In a number of the suggested campaigns, youth are emphasized chiefly because of their higher literacy levels, their influence with their parents and communities right now (of course, they also represent the future) and because the schools are organized to distribute comics and other materials; given the scarcity of other printed matter, these materials gain added prominence. So that the materials are properly used, teachers' guides should be included. These guides can be written so that community workers can also use them.

5. *Emphasis on practical action.* Because of the desire to encourage behavior change, campaign subjects have been chosen for their potential for practical action. Thus, there is no recommendation for a national campaign against "feus de brousse" (brush fires set to clear range lands), tavy (slash and burn agriculture) and forest fires. To the degree that these fires can be prevented through arrangements, rules and contracts associated with Aires Proteges (ANGAP) and National Forests (DEF) these organizations should target communication to their constituents. As scientists and field practitioners develop culturally-acceptable alternatives to destructive practices, these as well can become the subjects of national campaigns.

7. *Need to further define messages.* The suggested campaigns should be reviewed with scientists and technicians to get their input on the priorities, craft the messages so they are clear, accurate and relevant and, where different messages are required for different parts of the country, be sure the target audiences get appropriate messages. (For a tactical plan on a specific subject, see Annex V, "Environmental Impact Studies -- Communication Component.")

8. *Surveys and interviews.* Initial "knowledge-attitude-action" surveys or in-depth interviews will further help refine both the messages and the vehicles for transmitting them. Later, the messages and vehicles for each campaign will also need to be field tested. (See information requirements section.)

C. MAJOR CAMPAIGNS

ANNUAL:

Tree Day

Theme for first year: "Whose Country was This?" (See proposed music video; little boy in video to become "poster child" -- ANNEX IV.)

Audiences: All regions; all audiences

Messages: Plant seedlings. Use indigenous species -- why. How to take care of the seedling once planted. Control fires so the new trees grow. The best rewards take time. Do it for your children. "Ohabolana" (proverbs) can no doubt be found to make the themes truly Malagasy.

Vehicles:

1. radio ads, field workers, village heads and comics distributed through schools and youth. Traditional and non-formal channels. Music and music video -- entertainment star, cassettes to village heads for video clubs and open-air viewing. Publicity through peasant newsletter, "Antavovo."

2. Local, regional and national contests -- but these are not contests for best plantings. These are contests to recognize groups which maintain and care for their plantings each year for five years. In fifth year of the program, begin annual announcements of winners based on survival of plantings for five years. Announcement of many winners at many levels -- village, region, etc. Ceremonies at all levels; children present awards to parents; all print and broadcast media; letters to village heads and field workers.

Lead organizations: ANAE, le militaire, village elders, le gendarmerie, Ministry of Youth; youth organizations.

Funding. After initial funding from the multi-donor agencies (Bailleurs de Fonds), seek cooperation and funding from local chambers of commerce (through local village petition) and Kodak-Madagascar.

EVERY FIVE YEARS

Year One:

Soil conservation. Techniques such as vitivers, irrigation techniques, composting, use of farm tools. This campaign should be developed by committees of farmers.

Audiences: By region. Farmers. Businesses and projects, such as major construction, hotels, tourist centers and fish farms.

Messages: Vary according to local conditions.

Vehicles: Popular: Comics distributed through schools and youth. Marketplace posters. Visits from one village to another. Five minute films or locally-produced videos for village-level exchange and use by video clubs. Is FAO already planning to do the latter? Music and music video-entertainment star, if possible, given the regional nature of the messages. Peasant magazine, "Antavovo." **Elite:** Regional and national workshops on non-farm soil erosion problems; conclusions to be given high profile in the news.

Lead organizations: ANAE, Ministry of Culture, Swiss aid organization (and Madagascar equivalent of 4H?), local village heads.

\$\$: Business and philanthropic opportunity: Requires coordination with private sector producers and distributors; may require product development, promotion and distribution of stoves, fuel, briquettes. After initial funding by Bailleurs de Fonds, the fuel producers, stove fabricators and sheet metal producers (for home-made solar stoves) should be asked to help finance the campaign as part of their promotion budgets.

Year Two:

\$\$: Tourism

Audiences: All major tourist locations. All sectors involved with tourism. Foreign and Malagasy tourists.

Messages: Income potential from tourism, keeping the country attractive, how locals should treat tourists (ask the owners of the Hotel Colbert for help in developing this), how tour agencies and hotels can support environmentally-sound tourism, how to organize hand-craft production and sales, what hand-crafts and styles sell the most.

Vehicles: Regular radio program. Comics distributed through schools and youth. Visits by villagers (accompanied by environmentalists) to Bali to see how villagers can make money from tourism and to observe Balinese village structures, community recycling, rice and irrigation systems and environmentally sound (and destructive) practices. Visits by larger hotel and tour operators, ANGAP and Ministry of Culture officials to Bali, as above, and to Malaysia to learn about parks system publicity, brochures and tour companies and tourism infrastructure. Officials to bring back videos from Balinese and Malaysian ministries and TV channels about what they saw -- for village-level exchange and use by video clubs. Media blitz. Systematic follow-up through workshops and planning activities to incorporate lessons learned. Bali and Malaysia are mentioned for several important reasons: 1) they have highly developed tourism infrastructures which are very different from one another; 2) they have environmental programs dealing with both agriculture and natural resource; 3) they have both positive and negative lessons to teach; and 4) both places may well be ancestral homes of the Malagasy.

Lead organizations: ANGAP, DEF, Ministry of Culture, national tourist board, tourism chambers of commerce and associations, village heads.

\$\$: Business opportunity and long-term funding. Hotels and tour agencies/operators should be asked to provide financial support. See also ongoing activities.

Year Three:

Campaign 1. Energy-efficient stoves --solar, butane or kerosene.

Briquettes ardents. (Question for the scientists: which of these alternatives are the most energy-efficient and have the lowest levels of pollution?)

Audiences: National. Paysans. Elite?

Messages:

Why use the stoves. Where to get them. How to make your own solar stove. How much wood gathering time will be saved. How to reduce wear and tear on the women who bend over the stoves and breathe the fumes.

Vehicles:

Radio ads, field workers, village heads and comics distributed through schools and youth. Traditional and non-formal channels. Marketplace posters. Music and music video-entertainment star. Peasant magazine, "Antavovo."

Lead organizations: ONE, fuel and briquette producers; stove and equipment manufacturers, Ministry of Culture, Ministry of Education, Ministry of Youth.

\$\$: Business and philanthropic opportunity: Requires coordination with private sector producers and distributors; may require product development, promotion and distribution of stoves, fuel, briquettes. After initial funding by Bailleurs de Fonds, the fuel producers, stove fabricators and sheet metal producers (for home-made solar stoves) should be asked to help finance the campaign as part of their promotion budgets.

Campaign 2. "Our future." Support forthcoming participatory workshops and national debate about PE III; additional effort beyond usual news and information activities.

Audiences: All regions. Key stakeholders. All audiences.

Messages: PE II: wins, accomplishments, lessons learned, tasks for the future. Environment in the context of development.

Vehicles: Bulletins and blitz of briefings for all media. Meetings, briefings negotiations with key opponents. Pre-written chats for local organizers. Traditional theater and music. Music and music video-entertainment star. Poetry and song contests, debates.

Lead organizations: ONE, Ministry of Culture, village heads.

Year Four:

Campaign 1. "Beautiful Madagascar" (or "Sacred Madagascar"?). Beautification and clean-up campaigns and contests. Parks and green spaces. Flower planting. Prosperous residents (including expats), businesses, hotels and chambers of commerce could contribute tools and materials and, in recognition of the people's hard work, fund the refurbishing of cultural and historic sites. Embassies, consulates and spouse groups could adopt sites. (Long-term maintenance of the work once done must be planned into the campaign.)

Audiences: All regions. All cities, towns and villages.

Messages: Dirty water and garbage make you sick. Water may look clean but often it is not. Keep standpipes and buckets clean. Make neighborhood garbage cleanup a standard activity -- cleanliness is next to godliness. A beautiful place with well-maintained streets, parks and historic sites attracts tourists and business. Indirect message: importance of environmental and cultural heritage.

Vehicles: Local, regional and national contests. Awards and recognition at many levels. Preparation: radio ads, field workers and comics distributed through schools and youth. Traditional and non-formal channels, including marketplace posters. Music and music video -- entertainment star. Announcement of winners: Ceremonies at all levels; all print and broadcast media; letters to village heads and field workers.

Lead organizations: ONE, Gendarmarie, village heads, the churches, COMODE.

Funding: After initial funding from Bailleurs de Fonds, seek national long-term funding from Fujicolor; local support such as plastic bags and prizes from chambers of commerce through local village petition.

Campaign 2. "Our Future" campaign continues from Year Three.
Support forthcoming participatory workshops and national debate about PE III.

Year Five:

"Save our Waters"

Consider Madagascar participation in worldwide beach clean up. These clean ups help raise awareness and provide information about coastal refuse to a world clearing house in Washington, D.C.

Audiences: All regions, all audiences, especially coastal. Emphasis on fishermen, fish farm operators, farmers.

Messages: Messages need to be developed based on input from marine scientists, emphasizing what people can do and how they will benefit.

Vehicles: Preparation: radio ads, village heads, field workers and comics distributed through schools and youth. Traditional and non-formal channels. Music and music video -- entertainment star. Announcement of winners: Ceremonies at all levels; all print and broadcast media; letters to village heads and field workers.

Lead organizations: ONE,

Information sources: U.S. Center for Marine Conservation, Washington, D.C; Save our Seas.

Funding: There is a lot of funding available for marine programs from UNESCO, UNDP, etc.

Other possible campaigns

Space your children like you space your trees.

Use better stoves to save energy. Space your children and save the mother's energy. (Campaigns on these themes have been done in Ruanda.)

Map/poster program. The staff of National Geographic Information and Mapping Agency (FTM) is interested in making posters for the villages using FTM maps of the villages which show the environmental problems.

D. CONTESTS AND CHAMPIONSHIPS

In general, this set of activities should be aimed at recognizing as many people as possible at the local, regional and national levels, thus reducing the risk of jealousy and cynicism.

Year One

Develop logos:

- national environmental logo
- tourism logo
- pro-forestry logo (like Smokey the Bear)

Must be multi-ethnic

Participants: students

In order to allow for more winners, the top five to ten ideas in each category would be given to the postal service for the creation of commemorative series.

\$\$: Also, the logos should be licensed to T-Shirt manufacturers and the income split between the winners and the sponsoring organizations. The T-Shirts can then be sold at all information centers.

Year Two

Launch national high school quiz show -- radio -- on environment, family planning, health, safety, agricultural practices, etc. The winners might be given the title, "Citizens of the Planet." Slogans and music could include the idea that every street should have a citizen of the planet.

Year Three

Contest: Best IPCD project
Best mini-project
Best debt swap project

Year Four

Best National Park information center

Year Five

Best National Forest information center

E. SOAP OPERA

Purpose:

Advance national understanding of and dialogue environment, family planning, health, safety, agricultural practices, etc.

Messages: These are issues worth understanding and thinking about. "They affect your future." People improve their lives and the lives of their families if they pay attention and take action.

Target audiences: General public.

Vehicles: Possibilities: work with producers and writers of existing soap opera at 1:15 p.m. to incorporate issues and information into their program and create characters who represent different facets of the many debates people have on these subjects.

Lead organizations: ONE, Ministry of Culture, APPROPOP, Dodwell Trust

Long-term funding: Advertisers??

F. *Input from the Communicatin Workshop*

The Workshop developed an excellent overview of the communication accitvities necessary to inculcate environmental sensibility in the Malagasy citizenry. The group considered messages, target audiences, canals and vehicles for delivering the messages, evaluation criteria, implementers and means for implementation.

There was considerable debate about how to prioritize various communication channels and vehicles. The group decided to give highest emphasis to radio, based on the fact that radio can deliver information quickly and efficiently; it can repeat news, messagews and programs as often as appropriate; and its reach is close to ubiquitous. "Media traditionnelle," such as hira gasy (troubadour performances) were given a lower priority because, effective as such media can be, they are more difficult and complex to put to use.

The Workshop members calculated the number of advertising spots, soap opera segments, debates, documentaries and sketches, contests and T shirts which each major TV and radio network could sponsor annually and over the course of five years. For details, see the Workshop Report.

The Workshop also proposed the creation of new soap operas. The author wishes to suggest an additional effort to work with the producers of the highly popular soap opera which is broadcast at 1:15 p.m. Plots could be developed around environmental themes and characters corresponding to various aspects of the nation's environmental debate.

"Radio de proximite," that is very small local radio stations, were mentioned as having excellent potential. Twenty such stations will be operating by 1997. Their chief purpose will be to alert people to local weather, farming conditions and product prices and sales. But they will also offer a good channel for environmental messages.

The group also stressed that a repeat of the 1974 "Operation Transistor" is essential to the success of radio campaigns. In this Operation, peasants received radios and batteries at subsidized prices. Many, but not all, still have the radios, but the three required batteries are equal in cost to four kilos of manioc. Therefore, to preserve their batteries, many peasants listen only to the news and the soap opera -- or not at all. A low-cost solar-powered radio would be another possibility; China already produces these. Installation of public address systems could be considered for market places and small villages.

A renewal of this Operation would help to make radio emissions truly universal. The Swiss, who have already supported local radio, might be interested in this project and in helping refurbish the National TV studios and field equipment as well.

IV. NEWS AND INFORMATION

A. PURPOSE

- To maintain a flow of news and information to the people who need it and particularly among the key actors and the elite.
- To help the project gain initial momentum; communicate about key events and successes; generate energy and an image of energy; promote enthusiasm, commitment and favorable image. Begin with the considerable accomplishments to date.
- To build recognition of contributors.
- To influence behavior change.
- To provide concise, accurate and timely information in support of specific dialogue activities such as those required for Environmental Impact Statements.

B. APPROACH

Given the low literacy rate and knowledge level of the general population, the low penetration of print media and the small number of broadcast outlets, the bulk of the news and information activities should be directed to the elite. Nevertheless, a long-term effort must be made to simplify such information for the general public.

Messages (implied): Support the PE. It is inseparably linked to development and to many development projects.

C. TARGET AUDIENCE AND VEHICLES

1. The elite

- **Newsletter.** This publication should be very brief but provide comprehensive news (including regional and local) and include an opinion page with serious debate about the issues, conducted by invited contributors and letter writers. It should be low tech, easy to reproduce and inexpensive. Distribution should include all key environmental organizations and staffs at the national, regional and local level as well as the media, intellectuals and opinion leaders. Build on the "World Bank Madagascar Environmental Newsletter." Consider inviting competing bids from existing Malagasy environmental publications which would like to re-work their editorial policies and expand. (Make this newsletter seem a little hard to get so people value it more.)
- **Briefings.** Regular briefings by the Minister of the Environment, the head of ONE and/or designated subject matter experts/spokespersons from the key environmental organizations. Emphasize close relations with the two TV network news directors, the main radio networks, "DMD," "Juerco" and "ROI" (and possibly with the editors of the major dailies and the program/news directors of radio and TV), as well as with the many environmental publications under way. Purpose of contacts would be to discuss the meaning of the information in the above-mentioned newsletter and suggest human interest stories and features. The spokesperson would designate a staff member or draw upon one of the newsletter writers to proactively research features and human interest stories and provide details. The staff person would be charged with maintaining a file of copies of all coverage, seeing to it that all national coverage is systematically picked up by regional and local outlets.

Year One: two bulletins and briefings.

Year Two and following: four bulletins and briefings.

- **Technical briefings.** A technical briefing schedule should be established so that journalists can learn directly from the scientists and technical experts involved in the PE.

Year One: six technical briefings

Year Two: based on demand, 12 technical briefings

- **Staff.** A highly experienced and educated journalist should be sought to head this staff.

2. The general public

- **Radio:**

The news and information group should work in partnership with the radio stations to simplify and more broadly disseminate the news and information developed for the elite. Consideration should be given to specialized programs for farmers and target audiences.

Lead organizations: ONE, Ministry of Culture.

V. TOURIST BROCHURES

Purpose:

Provide brochures at all tourist sites. Include maps of historic and scenic routes and walking tours of old city, town and village centers and of protected areas and forests.

Messages:

Madagascar is beautiful, fascinating and worth preserving.

Target audiences:

Malagasy and foreign tourists. Residents.

Vehicles:

Very inexpensive brochures (a la those given out at Palais de la Reine). Expat spouse organizations would work together with local neighborhood and village families and guides to prepare these. They would be published by the ONE publishing unit.

Lead organizations: ANGAP, expat spouse organizations and local neighborhood and village families and tour guides

Long-term funding. Three tier pricing: one price for foreigners, deeply discounted price for residents and no charge to resident students and the elderly. Over the long run, the costs of the brochures should be partially covered by sales and partially by fees from hotels and tour companies.

VI. EDUCATION

While the author's terms of reference did not include education, the Workshop participants felt education issues should be addressed. Their recommendations appear in the Workshop Report.

VII. COMMUNICATION TRAINING

The need for communication has been stressed by other reports, by many of the people who were interviewed in connection with this paper and by the participants in the Communication Workshop. There was a general view that training for environmental communication personnel should be conducted jointly with agriculture, population, development and other programs. As an example of what is possible, the APPROPOP project is already conducting family planning training for trainers from World Wildlife, Conservation International and other organizations so they, in turn, can respond to villager requests for family planning information.

A. SUBJECTS FOR COMMUNICATION TRAINING:

1. Training for community workers

This is probably one of the most important aspects of this strategy. The best way to improve the quality and quantity of local communication is to equip the local field workers with the skills to obtain sound information and, in collaboration with the villagers, transform the information into the local idiom and accepted vehicles.

- Rapid appraisal techniques
- Simple social marketing approaches
Information gathering and verifying the messages and information to be conveyed; where to get the information; questions to ask.
- Working with the community to create and test effective communication
- Using traditional and non-formal communication channels (theater, dance, market-place activities, cassette tapes for the taxis brousses)
- Hooking up with other villages for field visits and contests
- Special subject matter training on request (soil conservation techniques, for instance)

2. Planning and information gathering

- Communication planning
- Social marketing and market/audience research
- Community information gathering, using rapid assessment procedures
- Use of formal, traditional and informal channels of communication

3. Communication materials and vehicles

- Gathering information and verifying the messages to be conveyed; where to get the information; questions to ask.
- Design, testing, production and evaluation of communication materials (print, radio and audio visual)
- Writing skills
- Advertising and advertising placement
- Promotion and publicity
- Use, operation and maintenance of AV and other equipment

4. News management

- Proactive and reactive media relations
- Message development; story and information gathering; news releases and placement
- News conferences and briefings
- Supporting reporters with information gathering
- Preparing executives for media contacts
- Spokesperson skills
- Systems

5. Presentation skills

6. Fund raising

7. Communication ethics

B. ORGANIZATION

A series of short-term training workshops should be offered each year, with a train-the-trainer approach, in order to cascade basic communication skills through the many organizations which have community workers.

These two to three-week workshops should be programmed one year in advance so that participation of appropriate trainees can be arranged.

\$\$ This program could be contracted out to an existing training institution, but the trainers should be highly experienced professional practitioners, with both first and third world experience.

VIII. COORDINATION AND MANAGEMENT

A. OVERALL COORDINATION

1. An **operations manager** and staff need to be established to move activities along day-to-day.
2. At the **working level**, communication staffs from ONE, the environmental implementing agencies (AGEX), the project operators ("opérateurs,") related agriculture, population and other development projects, the Chamber of Commerce, the national churches and other key organizations should form a coordination team, with organizational support from the communication department described below. This group should be inclusive rather than exclusive, with team-building activities to assist in achieving collaboration.

This team should initially hold a workshop to create a common vision and purpose. It should then meet once every two months for a half day and every six months for two days. For any major campaign or program, the team would organize additional meetings as needed.

The team should pick a name for itself which symbolizes camaraderie, humor, mutual support, hard work and consensus building. In Washington, for example, the working level communication group of the national environmental organizations used to call itself simply, "The B Team." (The "A Team" was the designation they applied to their bosses.) Each meeting should include an informal social hour.

In addition, the communication unit would hold "First Friday" socials for this group at three p.m. the first Friday of each month (or other time based on local situation). These socials would have as their purpose the strengthening of relationships and solidarity but also informal information exchange. The first hour of each social would consist of a "round robin," where people would share information they believe to be significant to the others (major news from their home organizations, dates of coming events, requests for help and announcements about campaign or program meetings. The ministers and heads of organizations should attend these socials at least four times a year, as supporters, not as bosses.

3. The working level team would initiate invitations to the ministers, heads of the relevant organizations and local representatives of the Bailleurs de Fonds would meet every six months for a one-day information exchange about plans and work activities, mutual expectations and log-jams which need to be broken. The executives would thus function as an **advisory committee** but without need for a lot of structure. Humor and amusing presentations should be encouraged.

This approach to be **duplicated at the regional level**, with a new region added every year for the first five years and expansion to all regions during PE III.

B. COMMUNICATION, PUBLICATIONS AND FUNDRAISING

Communication, publications and fund raising functions need to be developed as follows:

1. **Communication.** The communication function should consist of the following:
 - **News and information development and dissemination.** See news and information section below.
 - **Campaigns.** See campaigns below. While leadership of campaigns should probably shift from one group to another, a support group might be useful, to help coordinate and to ensure scientific and technical grounding for campaign concepts and key messages.
 - **Ongoing activities.** See ongoing activities below.

- **Information gathering.** See information gathering section below. Note: most information becomes out-of-date quickly; thus, the development of huge archives, subject matter studies and issues management activities is not recommended. More important is the capability to pull meaningful information together quickly from many sources and to provide summaries in support of a particular project or event.
- **Training.** See training section below. Training should probably be contracted out to an existing training center, such as CFSIGE (French supported training organization), which has already established a legal presence and contracted space in Ivandry.
- **Liaison.** Liaison among the many players' communication departments. Planning and support for the "B Team's" meetings.
- **Contracting.** Contracting support to the communication effort, useful because of the specialized nature of media, advertising and production work. Development of model contracts for use by all.
- **Administration.**

2. Publications and fulfillment

Supervision of publishing, printing and dissemination of all written materials, video cassettes, etc. as appropriate for all major campaigns, for ONE and the Ministry of the Environment and for any AGEX and Operateurs as requested.

The work should probably be handled by a series of contracts with outside vendors -- Malagasy companies, supported by foreign advisors and consultants.

All major books and documents should have a market price, based on Western pricing. Discounts will apply for residents. Schools, libraries and other entities should receive free copies, as appropriate.

One of the chief purposes of a publications function should be to seek ways to get as many copies as possible of publications into the hands of people who can be counted on to read them. To succeed in delivering materials across the country where needed and in the quantities needed, this department will need to have a strong and creative liaison unit, which will set up links with the NGOs, churches, military, chambers of commerce having regional and field presence.

Special attention needs to be given to

- o nationwide distribution of all materials (a minimum of five copies of each key book and document) to libraries and cultural centers, beginning but not ending with the National Library, the National University, the American Cultural Center, the Center for Scientific and Technical Information and Documentation and the Centre Culturel Albert Camus in Antananarivo.
- o sales through bookstores across the country.

\$\$3. Marketing, fundraising and membership

It is recommended that a staff be established now to prepare the ground for long-term self-sufficiency. This staff would develop expertise in marketing, fundraising and membership, seeking ways

- link with businesses which would pay license fees for various types of tourist and other concessions
- learn fund raising membership development techniques for various projects ("Friends of Tana Zoo," and sister zoo links, for example).

The staff would develop an advisory group of local philanthropists, long-term expats and others who would make a long-term commitment to helping raise funds. The staff and advisory group would spend two years learning fund raising techniques through visits to other countries, training and work with foreign advisors. In their foreign visits, they would link with the fund raising and membership staffs and boards of directors of small, successful NGOs. They would also examine the money-making business operations of NGOs as well as those of national parks, forests and historic sites (restaurants, gift shops, catalog operations, fee systems, etc). At the end of two years, they would recommend long-term fundraising strategies for the AGEX and, after a series of workshops with key stakeholders, develop an action plan and begin initial activities before the end of PE II.

C. NATIONAL AND REGIONAL INFORMATION CENTERS

ONE (the National Environmental Office) should take the lead in seeking a joint agreement with the Ministry of Culture, the National Association for the Management of Protected Areas (ANGAP) and the National Tourist Board to establish regional information centers for tourists, businesses and the media. The models for these centers should grow out of the information centers currently planned for the lobbies of ONE and ANGAP.

These centers should also support participation and communication in the rural areas, the towns and small villages. In particular, these centers can help the village chiefs and local field workers. ANAE mentioned that it organizes village-to-village visits and that it has experts and technical documents in French which can be translated into popular language. The National Association for Environmental Actions (ANAE) believes that video, TV, radio and comics would also be possible. The information centers proposed here could help promote village-to-village visits and aid in the diffusion of ANAE's materials.

Management and self-financing

Each regional center to be operated by a private contractor, either Malagasy or a joint Expat-Malagasy venture. Each expat will have a Malagasy counterpart who will be trained to take the job over entirely within five years, at which time the Expats will pull out.

To become self-funding within five years, through rents plus 5% of gross of businesses run on premises by private entrepreneurs:

- Communication training, with a fee to students or their organizations (also a joint venture)
- Management of short-term space rental for meetings
- Development/environment/population/ethnography multilingual book store
- Space rental to related enterprises, such as ecotour companies
- Snack shop
- Malagasy handicrafts and products store
- Link with American and European catalog companies which pay a percentage of profits
- Sale of guidebooks on all incoming airlines flights
- Communication and social marketing services to other projects and private businesses.

D. Input from the Communication Workshop: The group which chose to work on management and coordination adopted two principles: decentralization and delegation to the lowest possible level (*subsidiarité*). The group identified various types of responsibility for communication, training and education activities -- design, review, power of decision, participation, evaluation, control, consultation, information, budget management, execution and coordination. Depending upon the activity in question, these responsibilities would be divided differently among various ministries, agencies and other groups.

Participatory tools would be developed, for example, by the National Organization for the Environment and the environmental agencies (such as parks and forests), seeking input from other ministries, the interministry committee, the donor agencies and others. Overall management of participation would fall to the environmental operating agencies and the the National Environmental Office in coordination with interested ministries. Journalists would also participate.

IX. INFORMATION REQUIREMENTS -- Purposes, methodologies and timing

A. FOR COMMUNICATION CAMPAIGNS

Purpose: To obtain baseline information about the general public's knowledge, attitudes and behaviors of the public towards the environment, to understand what organizations, leaders, communication media and channels influence them and, later, to measure results of communication efforts.

Methodology: National opinion survey, with results broken down by age, sex, socio-economic group, geographic region and ethnic group.

Timing: Conduct one survey before implementation begins, a second at the end of Year Two and a third just before the communication planning effort for PE III.

Purpose: To understand the potential for working with both village elders and field workers from many organizations in order to deliver environmental messages and, in particular, to provide specific instruction in order to change individual behaviors. (What are the environmentally effective actions already underway where they work, what do they know about the environment, what groups do they work with and influence, are they interested in helping, what kind of support would they be willing to give, what kind of support -- information, techniques -- do they need in order to communicate about the environment?)

Methodology: Survey or in-depth interviews of village elders and field workers and their supervisors.

Timing: Year I, first six months.

Purpose: To obtain additional information about values and customs which can be linked to logos, positioning, packaging, key messages and selection of diffusion channels in individual campaigns.

Methodology: To develop national campaigns, desk research may be sufficient. To pre-test messages and materials, regional focus groups or individual interviews are recommended. For local campaigns, use a combination of desk research and field surveys utilizing participatory rapid appraisal methods to enable the people themselves to have maximum input into the visual and verbal concepts.

Timing: In conjunction with campaigns.

Purpose: To test the results of individual communication and advertising campaigns.

Methodology: For major campaigns, consider national surveys. For smaller or local campaigns, combine surveys and focus group interviews.

Timing: Immediately after the campaign or ad flight is completed.

Note: The World Bank's beneficiary assessment currently underway in Madagascar may provide some of the above-mentioned information.

B. FOR NEWS AND INFORMATION PROGRAMS

Purpose: To obtain information and stories which will provide the messages and content for communication campaigns, news releases, publications and contacts with reporters. Such information to be used for pro-active initiatives with the media and for reactive responses to media stories.

Methodology: Compile, and store for easy access, files of descriptions of existing publications, brochures, communication campaigns, recent news releases, films and tapes.

As an alternative, compile only information as needed for major "umbrella" campaigns and refer all other queries to the communication officers of the AGEX and operateurs. Develop rolodex of information officers, press attaches and subject matter experts who can be contacted to provide specialized information and interviews.

Timing: Initially and ongoing.

X. SUMMARY OF THE PRINCIPAL STRATEGIES

Seven principal strategies underlie the the communication activities discussed here:

A. *Broad coordination and cooperation. Emphasis on coordination with and dissemination of messages through many institutions which have field workers or a local presence -- such as the churches, COMODE, the military, the gendarmerie, Chambers of Commerce.*

B. *Participation. National review and repurposing for PE III*

C. *Awareness raising*

Use of full arsenal of culturally appropriate communication techniques, and collaboration with local people to create communication vehicles. To bring about behavior change and persuade citizens to support conservation laws, the strategy emphasizes modern marketing concepts, advertising, contests and jeux educatifs, developed with local people because they understand the local cultures and habits.

Contests, rewards and recognition. The strategy includes annual contests and recognition programs to stimulate the behaviors and attitudes which are the goals of the project.

Demonstration effect. The activities described here -- among them, awareness campaigns, publicity about successful projects, contests, recognition awards, a system of mutual visits among communities and visits to projects in other countries -- should, in combination, maximize the demonstration effect.

D. *Dissemination of news and information.* Accurate and timely news and information form the basis for trust, dialogue and mature citizenship. Therefore, the plan gives high priority to a media relations capability and program, using the highest standards of journalistic objectivity and accuracy.

Emphasis on radio; need for improved radio infrastructure. Because the plan gives high emphasis to radio communication, there is also an emphasis on investment in transmitters to extend the reach of radio to the entire country.

E. *Communication training, joint with other programs.* Because of the level of sophistication and skill required for successful communication, a strong emphasis is given to developing a training capability in Madagascar, in cooperation with communication programs in the areas of health, sanitation, population, agriculture, etc.

F. *Information gathering.* To support annual review and revision of the plan, market and baseline research and results measurement are emphasized. Other information gathering is recommended to support individual campaigns and programs.

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MADAGASCAR: THE CURRENT SITUATION**Biological and social**

- o An island country, somewhat large than France, with a unique ecosystem; a "laboratoire biologique."
- o With a population of approximately 14 million whose growth is exceeding the growth of food production; one of the 20 poorest nations in the world.
- o Extreme pressure on the environment due to population growth, and lack of education and technical understanding.
- o Population imbalance and rural exodus.
- o Poor communication and roads; many mountain and valley towns isolated from each other.
- o Poor literacy and information level.

Political and economic

- o Third Republic in place since 1992.
- o Continued economic pressure, with a high inflation rate, monetary and financial uncertainty and insufficient financial resources at all levels.
- o Policy of opening the economy: free trade zones and encouragement of the private sector, changes which may improve economic conditions but which can result in additional threats to the environment.

Institutional and juridical framework

- o National constitution in place, along with many laws and official organizations, including those dealing with the environment.
- o Extensive system of criminal, civil (for example, land tenure) and environmental laws but inadequate means for enforcing them.
- o Movement towards wider power sharing through decentralization, which in the short-term has added to the instability of administration, justice, security (army, police, etc.) and interfered with long-term commitments.

Understanding of the environment and its importance -- probably there are four distinct groups:

- o A committed team of environmentalists doing their work.
- o A large middle group, including many officials, leaders and intellectuals, vaguely informed and probably ready to contribute to conservation activities.
- o An impoverished broader public, ignorant of environmental issues and focused on the daily struggle to survive.
- o Partially due to the absence to date of a coordinated awareness, information, education and training program, a backlash of undetermined proportions among people who are not aware of the integral role development plays in the PE and who believe the PE places conservation, as symbolized by the lemurs, above basic human needs.

THE MADAGASCAR ENVIRONMENTAL ACTION PLAN

BACKGROUND

A conference in Madagascar in 1985 opened the avenue to the Environmental Action Plan, which was ratified in 1990 (Law 90.033 -- the "Charte de l'Environnement" or Environmental Charter). The plan was originally sponsored by the Malagasy Government and the World Bank, with important support from USAID, Cooperation Suisse, UNESCO/UNDP and the World Wildlife Fund. The 15-year plan takes an integrated approach to nature conservation, sustainable development and utilization of natural resources.

The Plan is composed of seven elements: biodiversity, soil conservation, teledetection, land titling, education, research and oversight and evaluation.

All of the nature conservation programs managed by the international community of donors and intervenors in Madagascar now fall under the Plan, conceived to give a coherent direction to their diverse activities.

The Plan urges non-governmental organizations to participate in the tasks of nature conservation and development. In order to avoid the financial constraints of government ministries, the Plan is coordinated by a semi-public, newly created, National Environmental Office (ONE), which over time has been attached to several different ministries and which functions as a para-statal. The biodiversity component of the Plan is coordinated by the National Association for the Management of Protected Areas (ANGAP), while soil conservations is managed by the National Association for Environmental Actions (ANAE). With support from Cooperation Suisse, the soil conservation helps local communities undertake small operations to promote sustainable development.

The management of ANGAP brings together government representatives with private entities, while that of ANAE is composed exclusively of private associations.

The biodiversity component of the Plan is presently concentrated in the country's protected areas, which are expected to grow to fifty during the next five or ten years. The existing protected areas (and some of those which are planned) have been ranked, to guarantee that the most important sites, or those which are most threatened, receive appropriate support. Nine locations have been set up as integrated conservation and development areas (PCDI), served by a large number of national and international non-government organizations and ministries, coordinated by ANGAP. To support this ambitious undertaking, facilitate financing and provide oversight, USAID, the principal funder of biodiversity, has created a unit to manage the grants for the integrated areas.

The Environmental Action Plan depends not only on the government but also on a large number of non-governmental organizations, including the Malagasy Council of Environmental NGOs (COMODE), the Protestant Development Organization (SAF-FJKM), the Lutheran Development Organization (SAFAFI), CARE, Conservation International and the World Wildlife Fund.

THE PLAN

- o Purpose
 - Orchestrate an ensemble of incentives, rules and actions that will result in a people-based system of sustainable natural resource use for development that nurtures and conserves the dramatic and unique biodiversity of Madagascar
 - Apply legal standards to traffic, pollution, foreign direct investment, small business support, tourism promotion, etc., in order to stimulate growth without stifling the very resources on which the industry is based.
- o General objectives
 - To develop human resources
 - To promote lasting development through improved management of natural resources
 - To conserve and manage the patrimony of biological diversity
 - To improve rural and urban living conditions
- o General strategy
 - Integrated approach
 - Long-term vision and continuity of the international support received by Madagascar
 - Communication and dialogue rather than hierarchical transmission of commands, with mass media and a network of NGOs supplementing the traditional government channels of communication
 - Presentation of PE programs to local communities as sources of benefit
 - Mechanisms to finance many small projects (protection of watersheds, agroforestry, development of village-owned land, management of forests and nature reserves, etc.)
- o National objectives
 - Soil conservation
 - Protection and management of Madagascar's biological diversity
 - Development of ecological tourism
 - Establishment of an institutional framework for the environment
 - Improvement of living conditions in urban and rural areas
 - Establishment of tools for the management, protection and continuous monitoring of the environment
 - Development of environmental research
 - Development of education, training, information and sensitiation to matters of environmental protection and management
- o Regional objectives
 - High plateau
 - Soil conservation, development of a more intensive rainfed agriculture and restoration of fertility with minimum agro-chemical input
 - Stimulation of crop diversification
 - Increase in land security

- Redirection of pre- and post-production services towards protection of the environment, land development and reforestation
- Improvement of urban living conditions
- Eastern coastal region
 - Protection and management of biological diversity combined with ecological tourism
 - Increased food security
 - Extra emphasis on the development of tree crops for export
 - Better usage of land and discouragement of Tavy
 - Reinforcement of pre-and post-production services
 - Development plan for the Pangalanesto develop piscicultural production and check degradation caused by sedimentation
- Zones of the Middle West
 - Restoration of security from theft and other crime
 - Utilization of these zones for agriculture/livestock with rice-growing in the valleys, rainfed crops and agroforestry on the most fertile Tanety and grazing on others
 - Possibly, fresh attempts at developing new lands using soil conservation and agroforestry
- The Western Coastal region
 - Similar objectives to those for the Eastern coastal strip, but with a much higher emphasis on fishing and aquaculture
 - Research and development with respect to fodder
- The North
 - Similar objectives to those for the East Coast, with emphasis on biological diversity and tourism
- The South
 - Preservation of the vegetation and extension of useful species
 - Establishment of brushy species, linked with small anti-erosive developments
 - Multiplication of windbreak hedges
 - Introduction or selection of varieties which tolerate dry conditions
- o Thrust of PE II, being planned in 1995
 - Continuation and strengthening of activities currently underway
 - Proposed new components
 - Urban environment
 - Coastal and marine issues
 - Prevention of or response to natural catastrophes
 - Watershed management

Other issues which must be resolved in order to accomplish the PE's objectives

- o Resolve land and resource tenure and other constraints to investment
- o Decentralize and develop local institutions
- o Execute family planning programs

Appreciation-Influence-Control (AIC)

Collaborative Decisionmaking: Workshop-Based Method

AIC, an acronym for "Appreciation- Influence-Control," is both a philosophy and a model for action. The philosophy, anchored by the principle that power relationships are central to the process of organizing, was translated into a model for organizing development work by William E. Smith in the late 1970s and early 1980s. AIC is a workshop-based technique that encourages stakeholders to consider the social, political, and cultural factors along with the technical and economic aspects that influence a given project or policy. AIC (a) helps workshop participants identify a common purpose; (b) encourages participants to recognize the range of stakeholders relevant to that purpose; and (c) creates an enabling forum for stakeholders to collaboratively pursue that purpose. Activities focus on building appreciation through listening, influence through dialogue, and control through action.

Introduction

AIC is a process which recognizes the centrality of power relationships in development projects and policies. Conferences which are part of the AIC process encourage stakeholders to consider social, political and cultural factors in addition to technical and economic factors that influence the project or policy with which they are concerned. In other words, the AIC facilitates recognition of "the big picture." This process has been implemented in a variety of sectors and settings, including local, regional and national.

The AIC Process

In the development context, AIC proceeds along the following course: identifying the purpose to be served by a particular plan or intervention; recognizing the range of stakeholders whose needs are addressed by that purpose; and, through the AIC process, facilitating the creation a forum which empowers stakeholders to collaboratively pursue that purpose.

Through the AIC process of meetings, workshops, and activities, (collectively referred to as the "conference" in AIC terms) stakeholders are encouraged to do the following:

- **Appreciate through listening.** Appreciate the realities and possibilities of the situation by taking a step back from the activities and the purpose in order to gain perspective on the stakeholders and the situation.

- **Influence through dialogue.** Explore the logical and strategic options for action as well as the subjective feelings and values which influence the selection of strategies. And
- **Control through action.** Enable the stakeholders take responsibility for choosing a course of action freely, based on information brought to light in workshops, meetings and activities.

AIC Philosophy in Practice

AIC was designed to break the patterns of top-down planning by stressing the following:

- **The value of small, heterogeneous groups.** Initially, when stakeholders are meeting perhaps for the first time, heterogeneous, small groups allow for interaction and learning among people who tend not to interact in daily life. The objectives of these small groups is to interrupt the normal mood, thus opening participants to new ideas and different perspectives.
- **The value of homogenous groups.** Later on, when a strategy is generated for realizing the vision created during the Appreciation phase, the power of homogenous groups of stakeholders, who share a common language, is harnessed for action. The objective of these groups is to consolidate the expertise of like stakeholders, each of whom has been recently learned from the perspectives of the other stakeholders at the conference.

- **The value of symbols.** Language and literacy differences can be a stumbling block, particularly at the beginning of a conference when participants are becoming familiar with each other's objectives. Participants often begin by creating non-verbal representations of their experience and understanding, drawings and pictures, to ease communication and to elicit creative thinking.
- **The value of the written word.** Agreements reached during sessions are promptly written up after the first workshop, to clarify and create a common understanding of the elements of the plan. Seeing the groups' progress in writing helps participants to understand their individual responsibilities in context and to move forward on their commitments.
- **The importance of a strong facilitator.** The type of listening encouraged by AIC can be stressful for people who are used to taking immediate, decisive action. Similarly, certain stakeholders might not be accustomed to voicing

their opinions. A skilled facilitator is trained in navigating around tough spots, guiding the entire group through new experiences, and in stimulating open discussions and negotiation. The facilitator is a critical catalyst for setting the AIC conference in motion, and for steering participants toward conference closure which leads to action.

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AIC Conference in Colombia Leads to Commitments and Action in the Energy Sector

Key stakeholders gathered for a three-day AIC conference in Santa Marta, Colombia. The AIC consultant, the Task Manager, and a third facilitator joined ministers, heads of utilities and their suppliers, mayors, congressmen, opposition party members, interest groups and others to design a plan to resuscitate the energy sector, and to make commitments to carry the plan out. During the first day and a half of the conference, the Appreciative phase, participants shared information, examined realities of the energy sector, and created a group rapport that carried them through the conference. The AIC process encouraged participants to envision clear outcomes, to make recommendations, and to make commitments which would transform their conference plan into actions. Among the outcomes of the conference were:

- collaboration between the Task Force and the Ministry to implement commitments;
- creation of an interim coordinating body and the passage of legislation to support it;
- integration of the electricity and energy sectors; and
- further Bank, IDB and Japanese EXIM Bank support for an effort in which Colombian counterparts had shown their initiative to propose, and commitment to meet, various conditions.

The cost of this three-day AIC conference, approximately \$30,000, was paid for in large part by the Colombians (\$25,000). The Bank contributed the remaining \$5,000.

Source: World Bank Participation Sourcebook.

WORLD BANK SOURCEBOOK ON PARTICIPATION

USING A-I-C IN A WATER AND SEWERAGE PROJECT

GETTING STARTED

In an hypothetical examples, officials from the Bank and the UNDP meet to discuss the state of the capital's water and sewage system with country officials. Concern is expressed about the poor performance of the water company. Government officials request help. The UNDP and the Bank agree to take action. UNDP provides a grant to finance the preparation of a project for consideration by the Bank. The Bank is executing-agency for the UNDP grant.

With government's concurrence, the TM engages a team of facilitators provided by a local NGO. The TM as previous experience with the A-I-C approach and confidence in the ability of the facilitators. The job of the facilitators, working with the TM and others from the Bank and the country, is to help the key stakeholders of the capital's water and sewage system learn about the overall condition of their system and determine what changes they want and are willing to make.

IDENTIFYING THE STAKEHOLDERS

As the first step, the major stakeholders who affect the performance of the system are identified. This is done with the active help of the Bank's Resident Representative, government officials, and other knowledgeable parties. Key stakeholders include the management and staff of the water company's planning, finance, personnel, construction, billing, maintenance, and operations divisions; the company's current and potential consumers (i.e., all water users in the city including poor slum dwellers); labor unions; and the political officials of the service area. Equally important are the related operating institutions in government (i.e., public works, roads and highways, and the power company); the health ministry; the "core" ministries of government (i.e., planning, finance, civil service, procurement and auditing); parliamentarians; the World Bank; and UNDP.

Upon jointly assessing that certain expertise is lacking in the water company, Bank and government sponsors invite outside experts who worked on a participatory process of designing and operating affordable water and sewage systems for slum dwellers in another country. They will play the role of technical specialists, with the understanding that they would occupy no superior position to the other stakeholders during the exercise.

Since all stakeholders cannot participate individually in this planning workshop, the TM and A-I-C design and facilitation team carefully identify and enlist the legitimate representatives of the identified stakeholders. Broad ownership and commitment of the workshop results depend, to a great extent, on the legitimacy of these representatives. Most stakeholders, like the slum dwellers, are allowed to select their own representatives. Where there is a well-defined structure of organizational leadership, like in the extremely well organized labor union, the leader is invited.

Because the Water Company reports to the Mayor of the city, she issues formal invitations to stakeholder representatives on behalf of the city to attend a three-day, residential planning conference. All told, seventy-four people are invited. Sixty-five accept and sixty actually come and stay for the whole three days. The actual attendees efficiently represent the full body of stakeholders needed to deal with the city's water and sanitation problems. The concern to be addressed at the conference is how to provide affordable and sustainable water and sewage services to city residents and maintain it as the population grows.

PRACTICE POINTER: Care is taken to ensure all stakeholders who affect, or are affected by, the outcome are represented at the event. If representatives of key stakeholders are missing, then their degree of agreement and commitment is unknown and may jeopardize the implementation and sustainability of whatever is decided. If all the stakeholders relevant to the concern can't be brought together, other methods are needed to ensure their involvement or the concern needs to be modified.

PLANNING SESSIONS

Session I: The Appreciative Phase (What we are calling the Learning Phase in the Sourcebook)

In the first part of this phase, the stakeholder representatives carry out a diagnosis of the current state of the entire system. They are asked to do this by drawing on their personal experience. Participants are divided into small, heterogeneous groups with ten or so participants. The facilitators decide who goes in each group in such a way that the Minister for Urban Affairs, the Managing Director of the Water Company, the Planning Minister, and the Mayor are in different groups sitting along side, for example, representatives of the unions and slum dwellers not presently served by the water company.

PRACTICE POINTER: Heterogeneous small groups allow for interaction and learning among people who tend not to interact in day-to-day life. The objectives of these small groups is to interrupt the normal mood, thus opening participants to new ideas and different perspectives.

The facilitator provides instructions to the group on how to carry out the diagnosis along the following lines:

- Each person takes twenty minutes to prepare a drawing of how they are personally experiencing water and sanitation services in the city and what this means to their life and that of their family. Participants are encouraged to personalize their feelings and not speak as a representative of a certain position in the society. Everyone is assured that no judgments will be made about anybody's lack of artistic talent.

PRACTICE POINTER: Individual work allows people to "learn" from themselves through reflection on the way they personally experience the system being addressed. Non-verbal representation brings forth expressiveness. Words can have a narrow, predetermined meaning but a drawing may symbolize many things. In spite of the instructions, some people will still draw word pictures.

- Each person then shows the picture he or she drew to the others in the group and talks about what it means in a personal manner. Those who are listening to the presenter are instructed not to criticize what another says, nor to debate or argue anyone's presentation. A local facilitator trained in the A-I-C methodology is assigned to help the group and support the "behavioral rules" set for the group.

PRACTICE POINTER: Learning is facilitated when people listen quietly to what others say without criticism or opposition. Quiet listening encourages the "voiceless" to give voice to their experience. What is often learned is how similar the experiences are even in heterogeneous groups since all the participants are part of the same social system. The facilitator ensures that respectful listening is practiced and that all are given a chance to speak.

- After each person speaks, the group combines their efforts and talents to prepare a composite picture of how members in the group are experiencing the current water and sewage services of the city and what affect this

Annex I: Section A - Appreciation-Influence-Control

has on their daily life and future opportunities. Some groups come together fully and create an entirely new picture that combines all contributions; others do no more than create a mosaic of the individual contributions. The facilitator helps ensure that all contribute.

- After the group pictures are finished and a group presenter is designated, each group makes its presentation at a plenary session.
- At the plenary, no attempt is made to reach a unified picture. Instead each viewpoint is accepted as valid and worthy of attention when action is taken.

PRACTICE POINTER: Attempts to force a consensus are unnecessary and counterproductive. Consensus will be needed on strategic and tactical plans in subsequent phases. Leaving openness at the end of this phase allows room for the negotiation of common actions in the subsequent stages.

- After the plenary session, the participants return to their original small groups for a second exercise. The second assignment is to create a vision of an ideal future showing how the participants would like water and sewage services to be. Participants are instructed to put no constraints on their future vision nor set any timelines for this to happen.
- The envisioning of an ideal future takes place in exactly the same manner as the earlier representation of the present situation through individual drawing, presentation to the group, creating a group drawing, presentation to the plenary without any attempt to seek closure on a unified vision. Some groups abandon pictures and create poems, songs or mini-plays to get their vision across to others. No attempt is made to reach a unified vision of the future at the end of this phase.

PRACTICE POINTER: Envisioning an ideal future generally demonstrates that different members of the system seek very similar futures in the long run. This surprises many of the stakeholders and provides a strong basis for collaboration in planning action during the next several days.

- The appreciative phase takes the entire first day. After dinner, the foreign technical experts share their first hand experiences about how slum dwellers and engineers together "invented" the affordable, sustainable approach to solving water and sewerage problems in their city.

PRACTICE POINTER: The appreciative phase can prove stressful for people who are used to taking immediate decisive action. Listening to people talk about action in "the real world," tends to relieve the stress. Moreover, it allows the opening of new possibilities for the stakeholders who are now in a mood to invent actions to attain the future that they and their colleagues envisioned.

Session II: Influence Phase (What We Are Calling Strategic Planning in the Sourcebook)

This phase generates a strategy to realize the new albeit generalized vision the participants generated during the first day. Small groups are used again, but the facilitators assign participants so that the small groups are now more homogeneous, e.g., finance people might constitute one group, consumers another, managers another, etc.

PRACTICE POINTER: Homogenous groups are used to mobilize the power and expertise various groups of stakeholders have to offer to the entire group. When those who speak a common language work together, they can build on each other's strength and mobilize their collective power for the good of the whole. The poor and disadvantaged also have expertise and

Annex I: Section A - Appreciation-Influence-Control

power. Water and sanitation systems, for example, aren't sustainable unless slum dwellers take care of them and pay user fees.

Each group is instructed to develop an overall strategy for the entire city that takes into account not only the technical aspects of the system but also government policies and regulations, the roles and responsibilities of the various parts of the water company, relationships among and between the customers, suppliers, collaborating organizations like the Roads and Highways Department, and other parts of the environment that constitute the total system. In other words, everyone is asked to design a strategy for the whole from their own perspective. The small groups work in the following manner:

- Each individual recalls her ideal future. She then mentally goes to that place and looks back to identify the key events that took place to get from the here of today to the then of the future. She makes a list of as many key events as she can think of and writes them on a piece of paper. The facilitator encourages people to forget the logical sequence of events and instead focus on the major events. About an hour is allocated to this process.

PRACTICE POINTER: Looking back at key events makes it clear to all what must change now to move toward a better future, including their own personal and institutional behavior. The agreed upon key events comprise the priorities to be addressed in the strategic plan. A key event might be phrased in this manner: "In 1992, the contractors in-charge of construction had to team up with NGOs responsible for organizing the slum dwellers and present joint bids," or "In 1993, the Water Company was privatized. The new management knew it could no longer rely on subsidies from government."

- The facilitator invites participants to stand up at a flip chart and share their most important key event with the other members. The other members are invited to discuss and debate among themselves the significance of the event with the presenter and each other. At the discretion of the facilitator, discussion is cut off and he writes his key event -- the one he started with or one modified by the discussion -- on the flip chart at a point he selects on a circle already drawn on the chart. The same process is followed, until all participants present their key events and record them somewhere on the circle.

PRACTICE POINTER: In this step, the political process of negotiation begins. Discussion and debate allows people to press their agenda and to put their power on the table to accomplish what they propose. In such a manner, the learning in the previous phase is converted into social invention of a different future. These strategic planning sessions -- small group and plenary -- are often the crucible for new leaders and leadership qualities are recognized by all. What tends to happen is that key events build upon one another and concentrate in a particular segment of the circle rather than spread out. Time limits are placed on this group work and the facilitator acts as a time keeper and referee.

- After the individual presentations are finished, the sub-group begins to work out a composite strategy that represents the collective view. The facilitator ensures that the process provides for all views to be heard and works toward a conclusion. A deadline is set for each group to present their strategy to a plenary session. The time limit provides discipline to come to closure.
- At lunch before the plenary, a representative of the slum dwellers talks to the group about conditions in the slums and the ability that people have to pay for water and sanitation. This provides the opportunity for sharing of another "expert" opinion for all stakeholders to learn and benefit from.

PRACTICE POINTER: Designers take this special measure to give voice to the typically voiceless slum dwellers. This special measure is taken because sometimes the more powerful

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stakeholders exclude others from decision making by ensuring that only their knowledge is considered legitimate. Apart from having in-depth knowledge about the circumstances in which they live, slum dwellers have a great deal of expertise about what they are willing and not willing to do.

- The plenary presentation takes about two hours. Questions and debates are encouraged. At the end the facilitators invite the participants to select a member from each group to form a committee to develop a unified strategy for presentation at another plenary.
- While the committee is at work, the remaining participants continue a discussion of the strategy presentations.
- At dinner, the water company's financial director discusses the company's financial position and the chief engineer talks about the technical aspects of providing water and sewage to the entire city. This completes a series of expert contributions from which all stakeholders can learn.
- The following morning at the plenary session, the committee presents the composite strategy to the participants. A discussion is held around it and modifications are made based on participants feedback. A consensus is reached on the strategy. Everyone does not agree to every proposal but there is enough common ground for the process to move forward. The strategy identifies the direction in which the participants intend to move to create the future they want. It also prioritizes what is important and institutional roles of the various stakeholder groups.

Session III: Control (What We Are Calling Tactics in the Sourcebook)

The control phase is used to develop specific action plans that various stakeholders will work on before the next planning conference. This phase is structured so that clear outcomes and commitments emerge. These are the steps undertaken to complete this phase:

- To start this phase, the facilitators post the various elements of the strategic plan on the wall.
- Small groups are again used, but this time participants form their own groups around parts of the strategic plan in which they are most interested. These parts of the strategic plan are pasted on the wall at assembly points, e.g., organize sub-project design sessions with slum dwellers, social organizers and engineers; develop alternative affordable technologies for supplying service to slum areas; hire a consulting firm to develop a plan to privatize the water company; develop a plan to bring payments in arrears up to date, etc.

PRACTICE POINTER: Workshop participants choose their own groups based on their technical competence and ability to influence the outcome.

- Small group participants select individuals with real power to implement the recommendations to lead their sub-group. In selecting leaders they not only use the existing leadership but also identify new leaders who have emerged over the last few days. For example, while the Mayor is selected as the leader of the sub-group to determine reallocation of responsibilities between different city departments, a mid-level bureaucrat in the Water Company, who has been recognized by the other participants as an innovative thinker, is selected as the leaders for the group dealing with restructuring the company, and a representative of the slum dwellers is assigned to head the group dealing with user charges from slum residents. People with power to implement the plans are encouraged to make public promises of what they will or will not do.
- After the facilitators ensure an appropriate balance in group size -- neither too large nor too small -- the groups spend the remainder of the afternoon working out the details of the actions required and how long it will take to carry them out.

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- At the plenary session at the end of the day the working groups present their reports for discussion.
- At the end of the final day, participants nominate the small group leaders (with some additions) to bring the different reports in balance and draft one report summarizing the tactical plans, before the second workshop. The group charged with drafting the report is given permission to seek outside technical expertise as they deem appropriate.

PRACTICE POINTER: The agreements reached during the sessions should be promptly written up after the first workshop. Writing up the agreements assists in creating a common understanding of and clarifying the elements of the plan. The permission to utilize appropriate technical resources to draft the tactical plans is critical to ensure technical soundness of the proposed plans.

- This draft then goes back and forth among the different stakeholders until the start of the second workshop. When someone does not agree with parts of the report, they are encouraged to change it in a way they will meet their concerns, but still be acceptable to all.
- The stakeholders who were present at the workshop are encouraged to share the draft report with their constituencies and get their feedback. This feedback process is critical to ensure ownership and commitment beyond the workshop participants. Sufficient time and flexibility should be allowed for this feedback.
- The same group of stakeholders are invited to two follow-up workshops to review the draft report and modify the proposed tactical plans. Each time they are encouraged to share the workshop output with those they represent and make appropriate revisions. The report is translated into Bankese and presented at the stakeholder workshop for final review and approval.

WHOSE COUNTRY WAS THIS?

Campaign: "Tree Day"

**2-3 minute music video to be created by top entertainer
and produced by National TV**

The concept of this song is loosely based on an American video song of twenty years ago called, "Whose Garden Was This?"

A little boy walks through a beautiful street. He wears nice play clothes and a cute little hat. He walks into a park. He is in a huge, beautiful garden. He smells a flower. He plays a typical little-boy game by himself. He plays with a dog, still in a beautiful garden. He walks past a wall and hears happy noises coming from the other side, of other kids playing and then of a music show from a coastal province (not a Hira Gash). He is perfectly content, though, being alone. He looks at the blue sky. He sees the far hills. Next, we see him in a national park, like Perinet. He walks past a big international tourist group, speaking many languages and very excited about the park. He plays with a lemur. We see him at a water tap, enjoying a drink and washing his feet. We see him walking in the rice fields, through an orchard, where he picks a luscious piece of fruit and bites into it.

Two seconds after we start watching the boy, a song starts: "Whose country was this?" And it sings of all the beauties of Madagascar as if they were in the past and the singer is remembering the present as if from the future, subtly questioning at one or two points what his ancestors of the late 20th century meant to leave for the coming generations.

The boy is now walking in a semi-dry farm. Then we see him walking in a parched field. We see him from a distance, like the boy in the post card, walking down a long, straight road in an empty landscape. Now everything he passes is deserted -- an empty mansion, an empty farmhouse, an empty market place. Gradually, he has lost his nice clothes and he is now dressed only in rags. He still has his little hat but it is tattered. He holds it out to us, the audience, like a beggar's cup. The hat is empty. A huge swirl of dust blows up and obscures the little boy. When the air clears, the boy is gone and we see only the little hat slowly turning on the ground in the wind. A strong gust blows up and the hat swirls away and disappears. The song ends with the refrain, "Whose country was this?"

SLOGAN:

PLANT A TREE FOR MADAGASCAR (DATE)

[National environmental logo]

Possible distribution

National TV: 3 times daily for one month.

National radio and other stations to play 3 times daily for one month.

Multiple copies to all ONE, AGEX and Operateur Locations.

If possible, run as pre-movie piece on all copies of the top ten videos being sent to video clubs and video rental companies.

Entertainer to perform song live at all concerts for a year, to run as #1 song on next cassette/CD.

ENVIRONMENTAL IMPACT STUDIES
COMMUNICATIONS COMPONENT
Recommendations by Sandra Granzow

ANNEX V

I. Background

In June, 1995, the government of Madagascar issued a decree requiring environmental impact studies for all investments which potentially may have an effect on the environment (Ministere de L'Environnement, "Decret No. 95.377, relatif a la mise en compatibilite des investissements avec l'environnement [MECIE]," Republique de Madagascar, Antananarivo, 1995).

A. Objectives of the decree.

- Aid project operators, both public and private, to conceive projects more respectful of the environment.
- Inform the public about projects which may affect the environment and facilitate their participation in the decision-making process.
- Draw together the government and the operators in a technical evaluation committee.

B. The investor's responsibilities in the process.

The investor must undertake the Environmental Impact Study (EIS).

C. The government's responsibilities in the process.

The government's responsibilities are spelled out in the MECIE decree. Many of these responsibilities entail communications with the stakeholders.

1. After receiving an Environmental Impact Study from an investor the ONE, in consultation with the Technical Committee, has the right to decide whether to call for a public inquiry or whether a simple review by Government of Madagascar agencies is adequate. This decision must be made within fifteen days.
2. The ONE has another fifteen days to inform the investor and local authorities of any decision to conduct a public inquiry.
3. ONE advises the local authority which, in turn, is required to make official postings announcing the date and subject matter of the inquiry.
4. The inquiry period is open for the thirty days following the posting of the notification. However, if issues connected with the Ministry of Defense are involved, the Minister must be informed within seven days of the beginning of the inquiry and he has eight days to decide whether documents can be released to the public. In such a case, the inquiry period will be extended to not more than sixty days.
5. The Impact Study must be available for the first fifteen days of the inquiry.
6. After the inquiry, stakeholders have five additional days to make suggestions and counterproposals to the investor.

7. The local authorities then have another five-day period in which to examine the Environmental Impact Study and the proceedings from the public inquiry and formulate their position.

8. When all of the above steps have been completed, copies of the local report and conclusions go to the ONE which must conclude its deliberations within fifteen days.

9. ONE will review and revise the final document and inform the proponents/investors, the local authorities and the public of its recommendation. All parties have a right to copies of the final document.

10. The final decision about whether to approve the rests at the ministerial level, taking into account recommendations from the ONE (Minister of Mines, etc.)

D. Where it is determined a project will potentially create potential environmental damage, there are several options:

1. A decision not to go ahead.
2. A decision to do the project at another location.
3. A decision to take steps to minimize the impact.
4. A decision that the investor will provide compensation for the damage. This compensation may be used to support environmental conservation elsewhere.

III. Communications Objectives

Support investors, communities and other stakeholders in sharing information and establishing and maintaining a positive dialogue with respect to the Environmental Impact Study.

IV. Suggested communications approach for investors, promoters and resource users

The MECIE decree does not obligate the investors to establish a dialogue with the other stakeholders. However, after the EIS is submitted to the government, ONE can elect to require a public inquiry. Absent stakeholder participation in the preparation phase, the investors run a higher risk of public opposition during the inquiry. Construction and operation will likewise run more smoothly if the investors put into place a long-term approach to dialogue.

A. Suggested communications principles for the investors

- Communicate clearly and at the right time.
- Provide full information promptly to encourage fair and informed discussion
- Support consultation to the maximum by responding to information requests fully and quickly
- Establish clear and realistic timetables for accepting requests, suggestions and submissions, and be sensitive to the limited resources available to people and groups
- Provide information in plain language and, where appropriate,

in local dialect (and/or in posters, comic books, drawings, local theater and songs)

- Give practical help to people and groups to take part
- Include people from non French speaking background
- Provide frequent feedback, including the results of meetings, suggestions and requests, key recommendations and information about emerging technologies
- Ensure that stakeholders will be able to influence the outcome
- Stimulate conciliatory and constructive exchanges of views
- Frequently monitor and evaluate the effectiveness of the consultation program
- Share with the community the responsibility for effective consultation.
- Start as soon as possible
- Establish long-term dialogue for monitoring and evaluation of operations and handling of complaints and concerns

B. Studies which can lay the groundwork for a participatory approach

- Socio-economic document review
- Institutional and field interviews
- Field surveys

C. Opportunities for dialogue and community input into the Environmental Impact Study process

- Rapid participatory appraisal
- Consultation/scoping meetings at regional or national level
- Consultation/scoping meetings at local level
Meetings to present draft EIS at regional or national level; informal hearings, community input and negotiations.
- Meetings to present draft EIS at local level; informal hearings, community input and negotiations.

D. Key audiences and suggested information, techniques and channels

1. Audiences

- Politicians
- National, regional and local government officials
- Traditional and community leaders and groups
- The media

2. Information

- Project description, job opportunities and skill levels

- Likely environmental and social issues; how the organization will manage them
 - The economics of the project
3. Possible techniques and channels
- Form locally based consultative group
 - Create "shop front" offices to answer inquiries and distribute literature
 - Conduct local attitude surveys
 - Arrange public displays and visits to similar projects
 - Provide posters in public locations and comic books for people who do not read
 - Arrange public forums
 - Use radio to invite people to meetings and keep them informed
 - Brief journalists and community leaders; be sure they are included as stakeholders
 - Mail or otherwise distribute information to local residents
 - Meet with groups which have specific concerns
 - Make a senior executive chief spokesperson, authorized to speak and make commitments on behalf of the organization; should preferably live locally, long-term
 - Identify the needs of special interest groups
 - Maintain the dialogue for the life of the project and hire local people to participate in the monitoring, collect data on indicator species, sample soil and water and visit the testing laboratories.

V. Risks and how they might be mitigated.

A. Pay-offs and other high pressure user tactics can probably best be avoided through the involvement of an NGO to support the local stakeholders in the process. Such NGOs could provide training and guidance

B. Negative media coverage, inappropriate NGO involvement (wholesale attacks, false claims about representation of community views) and even sabotage are risks which can best be mitigated through an open, transparent dialogue begun early in the EIS process and maintained throughout the development and operation of the project.

C. Conflict of interest within the government can best be mitigated by hiring outside consultants to advise the ONE on the EIS.

D. The risk that intelligence about the project may fall prematurely into the hands of competitors has to be weighed against the risks of operating in secret. In any case, the EIS requirements act as constraints on secrecy.

VI. ONE support for communications

See organizational division of responsibility; recommendations from communications strategy workshop. The communications staff contemplated for the ONE, in cooperation with relevant AGEX and NGOs, should probably have the

responsibility of providing limited communications advice and some written documents, such as this set of recommendations and booklets developed by the Australian Environmental Protection Agency, to the investor and the communities.

VII. "How will we know whether we're successful?" Measurement and evaluation. Criteria for success could be established in advance as part of a preliminary agreement between the entrepreneur/user, the local government and the community. Possible criteria:

- Declaration by all concerned that the principles laid out in the agreement were adhered to.
- Absence of law suits.
- Project goes ahead or does not, with awareness by the key stakeholders of the reasons for the decision.
- If project goes ahead, all key stakeholders express satisfaction that their concerns were taken into consideration.
- A long-term dialogue is established for monitoring and evaluating operations and handling complaints and concerns

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