

Strategic Communications for Business Environment Reforms:

A Guide to Stakeholder Engagement and Reform Promotion



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and Reform Promotion*

Small and Medium Enterprise (SME) Department
The World Bank Group
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Acronyms

ADR	Alternative Dispute Resolution
AS	Advisory Services
BEE	Business Enabling Environment
BICF	Bangladesh Investment Climate Fund
BiH	Bosnia and Herzegovina
BMO	Business Membership Organization
CIPE	Center for International Private Enterprise
CSO	Civil Society Organization
DAI	Development Alternatives Incorporated
DB	Doing Business (World Bank indicators and publication)
DevComm	Development Communication Division (World Bank)
DFID	Department for International Development (UK)
EDS	Enterprise Development Strengthening (USAID project)
FIAS	Foreign Investment Advisory Services (World Bank Group)
IBRD	International Bank for Reconstruction and Development
IFC	International Finance Corporation (World Bank Group)
LAC	Latin America and Caribbean
MENA	Middle East and North Africa
MOU	Memorandum of Understanding
MP	Member of Parliament
PENSA	Program for Eastern Indonesia SME Assistance (IFC)
PEP	Private Enterprise Partnership (IFC)
PSD	Private Sector Development
SECO	Swiss State Secretariat for Economic Affairs
SEDF	SouthAsia Enterprise Development Facility (IFC)
SME	Small and Medium Enterprises
USAID	United States Agency for International Development
WBG	World Bank Group
WTO	World Trade Organization

Definitions

Advocacy

A continuous and adaptive process of gathering, organizing, and formulating information into arguments, to be communicated to decisionmakers through various interpersonal and media channels, with a view to influencing their decision to raise resources or political and social leadership, support, and commitment for a reform program, thereby preparing a society for its acceptance.

Communications

Traditionally, one-way and two-way exchanges of information used to inform audiences and convey discrete pieces of information.

Reform Promotion

Use of communications, advocacy, and other tools to “market” the benefits of a given project or effort with the intent of swaying perceptions.

Stakeholder

An individual, community, or group that has something to gain or lose from the outcomes of an effort or program.

Stakeholder Engagement

The proactive and strategic involvement and interaction with a project’s key stakeholders using targeted communications, consultation, negotiation, and participation so that desired goals are met.

Strategic Communications

An evidence-based, results-oriented process undertaken in consultation with stakeholder groups aimed at achieving behavior change in support of a specific goal or purpose. In BEE reform, strategic communications is intrinsically linked to other program elements, is cognizant of the local context, and leverages multiple communication approaches to stimulate positive and measurable behavior change.

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Foreword

The International Finance Corporation's (IFC) Business Enabling Environment (BEE) Advisory Services (AS) is geared to help client countries open up markets to private investment and lower the cost and risk of doing business in those countries. In recent years, this work has expanded rapidly in scope, geographic coverage, and staffing. It spans across different sectors, disciplines, and units within the World Bank Group. IFC is developing standardized and scaleable products which IFC staff and our partners can easily roll out:

Regulatory Simplification has been a key area of IFC's BEE work where the emphasis is on simplifying and streamlining regulatory requirements. It encompasses business entry (registration) and business operation (licensing, inspections) as well as business taxation and tax administration, import and export policies and procedures, and access to land. This work is largely driven by the success of *Doing Business* and the client demand it generates. It involves policies, regulations, institutions, and processes, and can be done at national as well as sub-national levels.

Our AS portfolio also includes support to industry-specific reforms, developing alternative dispute resolution mechanisms, benchmarking regulatory constraints for doing business at the sub-national level and designing investment promotion policies. IFC also integrates a variety of diagnostic and benchmarking tools in its AS projects and tries to involve the private sector in the reform agenda and other public private dialogue mechanisms.

To support these important areas of reform IFC develops knowledge management products and policy notes to disseminate good practices and lessons learned from BEE reforms.¹ *Strategic Communications for Business Environment Reforms* is one of the many toolkits designed to share this knowledge and experience with BEE practitioners throughout the world.

There is growing interest in understanding the applications of strategic communications as a discipline and establishing a process to support BEE reform.

¹ IFC Toolkits and Policy Notes can be found on the World Bank's Knowledge Network for Financial and Private Sector Development at <http://rru.worldbank.org> and on <http://ifc.org/bee>.

Practitioners have asked that this knowledge be collected and presented in a practical way. This toolkit addresses those needs—it is designed for project teams and development practitioners who want to leverage strategic communications practices to advance and enable reform.

This toolkit provides detailed, how-to approaches for building effective and strategic communications campaigns to support policy advocacy and reform implementation. The toolkit draws from both research and case studies to highlight good practices and identifies lessons of experience from a range of BEE initiatives. It shows how to use strategic communications mechanisms to tackle reform challenges and highlights successes, innovation, and instances where communications *should* have been introduced.

Achieving a sustainable business enabling environment and ensuring that stakeholders buy into reforms is of key importance to the IFC's BEE strategic agenda. Communications is a cross-cutting mechanism to be applied throughout BEE projects. This toolkit provides practitioners with a framework and tools to use communications strategically with the goal of building support and ownership, and diffusing opposition among the stakeholders most critical to BEE reform success.



Laurence Carter
Director, Small and Medium Enterprise Department
The World Bank Group

Executive Summary

“Reformers often assume that the purpose of communication is merely to raise awareness of the reform program after the program has been formulated by technocrats and policy advisers and agreed to with government officials. They believe people will be prepared to support reform once they become aware of the program.”

— Cecilia Cabañero-Verzosa and Paul Mitchell, in
“Communicating Economic Reform”

Practitioners often assume that once audiences understand the benefits of reform, they will support it. But experience has shown that simply educating audiences and disseminating information does not result in reform acceptance or ensure its adoption.

Why is Reform so Hard?

BEE reform practitioners know from both theory and practice that the benefits of private sector development far outweigh its costs. Creating an environment where the private sector can flourish is a recognized foundation of sustainable economic development—development that can be driven by those who derive the most from it. If the promises of BEE reform are so substantial—in terms of economic growth, standard of living, and local ownership—then why is it so hard? If benefits outweigh the costs, why do reform programs so often encounter resistance? Some reasons include:

- **Poor understanding of reform issues.** Key stakeholders have a poor understanding of the issue and how it affects their own self-interest.
- **Lack of ownership.** The soundest technical design cannot bring about change if those implementing the changes, and who will live with those changes, do not understand, accept, and take ownership in the new policies or regulations.
- **Entrenched special interests.** While reforms may benefit many, they can greatly disadvantage a few who enjoy privilege and can form a very vocal minority.

- **Weak transmission channels from stakeholders to decisionmakers.** There may be few institutionalized mechanisms for stakeholders to communicate their wishes to key decisionmakers.
- **Inertia.** It takes time to build interest and commitment even if issues are not contentious, governments are willing, and there is broad support for reform.

There is no single “how-to” approach for achieving reform or overcoming these barriers. Individual reforms are contextual along every parameter. They involve different mixes of technical, political, and institutional issues, and different stakeholders that have dissimilar circumstances and interests. However, years of experience with BEE reform point to one universal precept: all reform must have support to be successful. Most reforms will have winners and losers—and both winners and losers may resist reform or lack motivation to change.

Why is a Strategic Approach to Communications so Critical?

A successful BEE reform program convinces the public and private sectors that the benefits of reform outweigh the costs and challenges, engage stakeholders to advocate for reform, and motivate people to accept and take ownership of the reform. In short, it goes beyond “promoting” reform to facilitating and enabling changes in behavior that will make the reform effective and long-lived.

Many view communications as a method for “disseminating information” or “making information easier to access” or even as a “marketing” tool for reform. This type of approach can bring greater exposure to any issue, but cannot achieve the changes in behavior necessary for successful reform, whether that behavior change translates into a high-level official throwing his or her reputation behind the reform’s success, or convincing civil servants to change day-to-day practices. Stephen J. Mastey and Matthew Uzzell have singled out this type of approach as a “deadly mistake” of communications in a reform environment, because it:

“...assumes that marketing policies and marketing products are the same task because they use the same tools—radio, television, print, and so forth. But the psychological strategy of selling fizzy drinks is vastly different than convincing people about something as complicated as public policy. Misunderstanding this can seriously endanger your reform program.”²

Strategic communications is a planned, analytical approach for determining *who* the project must engage to achieve reform objectives, for *what purpose* they must be engaged, *when* they must be engaged, and *how*. This holistic approach to

² Stephen J. Mastey and Matthew Uzzell. “Development Communications: Key Strategies and Techniques.”

stakeholder engagement and communications identifies and prioritizes key reform stakeholders. It helps task managers first to understand their needs and interests; identify what changes in behavior will enable reform; build proactive, planned engagement strategies; and design strategic and credible approaches for communicating with them.

Without a strategic and methodical approach for identifying stakeholder concerns, perceptions, and motivations, communications with stakeholders can become one-way flows of broad messages. They are unlikely to result in stakeholder support and actions that are critical to achieving reform objectives.

How Does Strategic Communications Enable Reform?

Most BEE projects engage and communicate to stakeholders, but often not in a methodical way. Communications is often viewed as an add-on, or an annex, to the reform program, not as an integrated mechanism for proactively engaging stakeholders and applying communications and engagement best practices. The lack of structure, strategy, and analytical rigor to stakeholder engagement and communications common to many programs expose reform efforts to a high degree of risk from the non-technical side of reform—the “human” or “people” side of the reform process. As a result, well-designed and well-intentioned reforms can be derailed by lack of political will, unforeseen opposition, unexpected adversaries, or by overlooking core constituencies critical to effecting enduring reform. There are also risks that a technical design may be poorly suited for the local context, reducing the chances of successful implementation.

“Several case studies and experience with World Bank-supported economic reform programs increasingly support the working hypotheses that communication is the missing link to economic reform programs; that its consensus-building role is critical to mitigate political risk and to develop programs that will be accepted by stakeholders; that the process of developing economic reform programs must begin with understanding stakeholder groups (their motivations, perceptions, and aspirations); and that designers of reform programs should focus on behavior change.”

Cecilia Cabañero-Verzosa and Paul Mitchell.
2002.

Strategic communications is a smart investment for BEE reform projects because it provides a framework for engaging stakeholders to address risks and barriers to reform. Through this framework, practitioners can identify early on who will help or hinder reform and leverage that knowledge to influence behavior and change the stakeholder landscape in support of reform goals. It is designed to:

- **Mitigate risks.** Reform is easily derailed, whether from staunch opposition or from a simple lack of support or interest. Strategic communications identifies risk areas early on and develops approaches to mitigate or minimize those risks.

- **Accelerate reform adoption.** Successful reform requires support from a broad range of stakeholders. By engaging those stakeholders, strategic communications can increase understanding, achieve behavior change, generate support for reform, and accelerate the pace of reform.
- **Achieve sustainable reform.** Changing legislation or policy advances reform, but unless people accept and take ownership of the new processes or reformed policies, there is a risk that the reform will be ineffective or short-lived.

Unfortunately, many reform teams learn about the importance of strategic communications the hard way. For instance, after years of work to simplify business procedures in El Salvador, the one-stop shops opened in 1999 stood empty because local entrepreneurs thought they only served foreigners. In Sierra Leone, the country's bar association fought against reform that would, among other things, remove the need for a lawyer's input to start a business. Reformers learned that this opposition was linked more to offense at not being consulted than to a deep-rooted unwillingness to compromise with this new policy.

In a World Bank study of senior officials and civil society representatives from 60 developing countries, researchers found that the public's poor understanding of economic reform was a "key obstacle to success."³ Another World Bank study on privatization listed lack of consensus as one of the top five constraints to privatization in Africa. Of the 15 top impediments to reform, the studies found that the majority "relate[d] to weak communication and a lack of public understanding."⁴ Only three to four impediments concerned the technical design of the program.

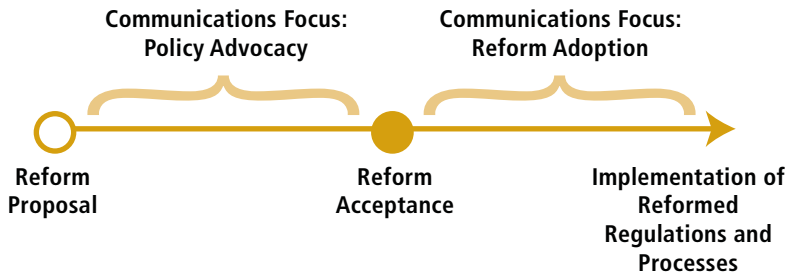
How and When Should Communications Be Introduced into the Project Lifecycle?

In BEE reform, communications is often used as a mechanism to build visibility and create a sense of urgency for reform—to introduce an initiative to the press, to build awareness of investment climate indicators such as the World Bank's *Doing Business* country rankings, or to generate media coverage that puts pressure on decision-makers to support reform. Communications can be highly transactional. Most often, communications tactics are used once the project has entered its implementation phase.

In early stages, communications can help generate buy-in for reform, building awareness and understanding in both the public and private sector. It is also used

³ Daniel Kaufman. 1997; Cecilia Cabañero-Verzosa and Paul Mitchell. 2002.

⁴ Oliver Campbell-White and A. Bhatia. 1998; Cecilia Cabañero-Verzosa and Paul Mitchell. 2002.



as a tool to implement reform—helping those affected to understand new processes and procedures. *Strategic communications* builds a platform for consistent stakeholder engagement and communications *throughout the reform project lifecycle*. This instills support and ownership for policy change in a reform project’s beginning phases *and* for deployment of the new rules, regulations, processes, and procedures that ultimately ensure the reform achieves its intended outcomes.

The key to a more strategic approach to communications is devising a plan as an integral part of project formulation and design. This plan incorporates *stakeholder engagement and communications at the beginning* of the reform project. A plan to obtain press coverage or to launch the reform publicly, or even to make the public more “aware” is simply not enough. As a comprehensive approach, strategic communications proposes a plan to increase the ability and willingness of both sides to adopt behavior changes required to approve and implement new policies and for those policies to become effective procedures. This plan is based on the upfront and early analysis of stakeholder interests, perceptions, and level of support for proposed reforms. By analyzing stakeholders and assessing the communications environment in which the project will operate, the BEE team can carefully consider the behavior changes that must be achieved, the expectations it must respond to, and the risks that may impede its progress.

When developed as an integrated part of project design, strategic communications is an investment that can bring considerable returns in both time saved and reform effectiveness. By involving stakeholders, increasing policy ownership, and approaching implementation needs strategically, projects can better assess and reduce the risks to project design and implementation. Although it does require dedicated project resources, over the long term, the return on investment in strategic communications can increase success and sustainability of reform.

BEE practitioners have often said that the easier part of reform is determining the technical design. The hard part is everything that follows. This toolkit provides a methodology and approach for addressing the non-technical elements that have

weakened, stalled, or derailed many reform efforts. It provides practitioners with guidance and tools for conducting the research, analysis, and preparation necessary to use communications to change behaviors and leverage support for reform where it exists, build support where it does not exist, and effectively manage opposition.

Part I

Chapter 1.0: Understanding Strategic Communications

“The major economic reform failures have usually resulted from ignoring the political, social, and cultural context within which the reforms take place and from a failure to build consensus—and not from a failure to put in place the right policy environment.”

— Cecilia Cabañero-Verzosa and Paul Mitchell in
“Communicating Economic Reform”

1.1. What is it?

Strategic communications in BEE reform aims to address the right audience at the right time, using the right methods to achieve specific objectives. It is highly contextual and depends greatly on the country, the reform issue, and the intended stakeholder audience. However, its goal and methodology are consistent. Strategic communications begins with an evaluation of the needs, perceptions, and motivations of stakeholders and then identifies a plan to address needs and overcome barriers to reform. A strategic approach to communications sharpens understanding of the reform itself from a stakeholder perspective and proactively involves key constituencies early in the reform design process.

Strategic Communications

is an integrated, systematic, and comprehensive approach to developing and planning efforts to inform, persuade, engage, and gain support of key audiences. It links the vital roles of *stakeholder identification, engagement, and participation* in the reform process with *strategic planning of communications* activities to influence behavior and accelerate reform adoption.

The Development Communication (DevComm) division of the World Bank has defined five questions that drive strategic formulation and application of communications.⁵ These questions form the foundation of strategic communications.

⁵ Cecilia Cabañero-Verzosa and Paul Mitchell. 2002. “Communicating Economic Reform.” World Bank Group. Washington, D.C.

1. Which audiences need to be reached?

Relevant audiences for reform must be identified and disaggregated because communication programs attempt to reach these multiple audiences in some sequence. For a controversial policy reform, policymakers may be a priority audience at first because their support is critical to legislative passage. Therefore, they may need to be persuaded before reaching out to the public. In process-related reforms, the focus may be government bureaucrats, who are critical to implementation. Disaggregating audiences is also important because there may be multiple subsets of audiences within one umbrella group.

2. What change in behavior is required?

Behavior is a specific action, performed toward a target, in a given context, at a specific time. For example, legislators may be encouraged to pass legislation; media professionals persuaded to produce a balanced coverage of the issues; union leaders asked to participate in consultations; and citizens motivated to engage in constructive dialogue and monitor reform implementation. Some behaviors are easier to influence than others. Asking people to switch from one product brand to another is easy compared to engaging highly organized groups in the long-term task of building institutional capacity to sustain a healthy business environment.

3. What messages would be appropriate?

Effective messages ensure that how an audience understands a message corresponds to what the communicator intends to convey. Good messages focus on stakeholder needs, not an organization's desire to promote its programs. Effective messages target stakeholder beliefs and opinions to answer the question: "What does this have to do with me?" Messages should encourage specific action and behaviors among target audiences. They must be culturally sensitive and memorable. For example, in Brazil's land reform program, opinion polls indicated that messages about "land reform" meant little to the target audience, while messages about livelihood and health meant a great deal. Thus, a land reform program's messages drew linkages between land reform and livelihood and health. When the program articulated this linkage, people began to listen and understand the reform's impact on them.

4. Which channels of communication would be most effective?

There are many ways to relay messages, conduct consultations, and engage groups in public debate. What matters is to consider which channel is the most credible to the specific target audience. Knowing the communications environment is critical to this determination. Television may not reach audiences who live in villages with no electricity, but it may reach urban audiences. Print materials will not reach those who cannot read. In some societies, informal channels

are key. In Kuwait, *diwanias*, places where people gather to discuss politics, were as important as the media. Selecting communication channels is not always easy when communicating contentious reform issues. Government officials may be reluctant to explain their positions to the public; opponents may portray reform negatively to sway opinions; and members of media may be under pressure to project an adversarial posture.

5. How will the communication process be monitored and evaluated?

Ultimately, task managers need to answer the question: are target audiences changing knowledge, attitudes, beliefs, and behaviors as intended? Economic reform is such a dynamic and long-term undertaking that it will be almost impossible to identify a clear relationship between the communication component and the “success” of economic reform. The practical approach is to assess whether the audiences targeted are becoming better informed about the issues, and whether attitude shifts have occurred that support the behavior change goals identified for each audience. Identifying measures of success and tracking levels of knowledge and changes in attitude are helpful in evaluating whether these audiences are increasing their readiness to embrace new behaviors that support reform.

1.2. What Can it Achieve?

Supporting the good practices of public participation, public–private dialogue, and policy advocacy, strategic communications is part of a reform project’s overall advocacy effort. It provides an umbrella framework for engaging, communicating with, and leveraging stakeholders in order to achieve changes in behavior that will promote reform. It is based on the design and development of a plan to not only bring attention to an issue, but to mobilize those stakeholders who affect the course of reform.

BEE practitioners agree on the need for local ownership and support of reform, and on the critical role that support coalitions and local champions can play in advocating for reform, building ownership, and ensuring sustainability. Some agree that there is also a need to use communications to build awareness and understanding of reform. In *Reforming the Investment Climate, Lessons for Practitioners*, the authors propose that “leveraging and empowering supporters, using a mix of communication strategies and techniques, while maintaining dialogue with the private sector and other key stakeholder groups”⁶ is a practice that has increased business-enabling reform potential and success.

Traditional communications through press releases and fact sheets can raise awareness of a reform effort, and many reform efforts include a communications

⁶ Sunita Kikeri, Thomas Kenyon, and Vincent Palmade. 2006. “Reforming the Investment Climate, Lessons for Practitioners.” IFC. Washington, D.C.

component. They develop communications materials to “get the word out,” design leaflets and brochures to disseminate information, and work with traditional media to raise awareness of the goals of reform. Often the approaches are innovative and the outputs creative. Many projects deliver information and use the media to put pressure on influencers and raise expectations. But this traditional approach to communication alone does not have the power to persuade, build ownership, and changes the behaviors of stakeholders who can either enable or derail reform.

Strategic communications strives to go beyond “raising awareness” to changing the attitudes or behaviors that are critical to achieving policy change or implementing reform. Leveraging existing champions and credible messengers, strategic communications can assist supporters in increasing their influence and leverage, diminish resistance to reform, and decrease the influence of opponents. Giving data and information without listening to those affected—activities traditionally viewed as “communications”—can increase transparency but cannot influence long-established practices or behaviors. Strategic communications addresses the gap between increasing an audience’s “understanding” of reform and inspiring an audience or stakeholder to actively and *proactively* support the reform. Without that support, there can be no assurance of sustainability, even if a draft law passes.

Although strategic communications is an important enabler of reform, the discipline is not a panacea. It is important to keep in mind both what strategic communications can achieve and what it cannot achieve:

Table 1.1: What Strategic Communications Can and Can’t Do

What Strategic Communications <i>Can Do</i>	What Strategic Communications <i>Can't Do</i>
<ul style="list-style-type: none"> • Identify and manage barriers to reform • Help build local ownership through engagement • Contribute to sustainability through ownership-building • Ensure transparency of reform project • Change mindsets, allay fears, and persuade stakeholders of benefits • Build broad public pressure for reform—making it harder for individuals and interest groups to oppose • Ensure that solution design is informed by stakeholder needs and interests, and an understanding of winners and losers of the reform • Deliver a credible, relevant, and compelling message to persuade, educate, and call stakeholders to action • Engage and mobilize stakeholders with little clout, enlist public support, and target decision-makers 	<ul style="list-style-type: none"> • Guarantee passage of a piece of legislation or implementation of a reform • Convince all those with a vested interest in the status quo to support reform • Serve as a standalone activity, absent of efforts to build advocacy coalitions as part of a public-private dialogue • Guarantee consensus • Change mindsets and opinions without a trusted messenger • Act as a substitute for local ownership • Act as a substitute for leadership

Box 1.1: Lessons from the Field on Communications Success

1. Identify and prioritize stakeholders early on.
2. Identify specific, realistic communications goals and objectives.
3. Understand sources and rationale driving resistance.
4. Evaluate existing perceptions of the project and the reform.
5. Set a communications strategy in place prior to reform implementation.
6. Develop a working project plan with specific deadlines and responsibilities.
7. Time outreach strategically.
8. Present data in multiple ways.
9. Coordinate with reform counterparts and clients.
10. Develop simple messages and pre-test communications materials with stakeholders.
11. Identify monitoring and evaluation methods from the start.
12. Keep your communications plan flexible, but avoid being vague.

Communications can help address public concerns, persuade audiences that change is in the national interest, and build public pressure for reform, making it harder for politicians and interest groups to resist change. Education and outreach can be critical in new or controversial reforms that are not widely understood. To introduce leasing reform in Ukraine, reformers linked simple reform messages with education about basic leasing concepts to reduce resistance. That effort needed to start with a program to educate the press to accurately report on the issue. In other countries, by positioning new reforms as parts of broader goals that are already supported, reformers have been able to effectively tie new reforms to an accepted agenda. For example, Korea and the Philippines framed regulatory reforms as anti-corruption campaigns. Vietnam linked enterprise reforms to employment growth, while Nicaragua and Peru made simplification in municipal business permitting part of a larger national campaign for growth in businesses and jobs.⁷

1.3. What Does it Encompass?

As defined in this toolkit, strategic communications is the umbrella concept that encompasses both stakeholder engagement and communications activities. This includes the proactive and strategic involvement of a project's key stakeholders using targeted communications, consultation, negotiation, and participation techniques. It provides a framework for engaging stakeholders and ensuring that every touch point with stakeholders is based on a strategic framework that pre-defines specific goals and objectives related to that stakeholder.

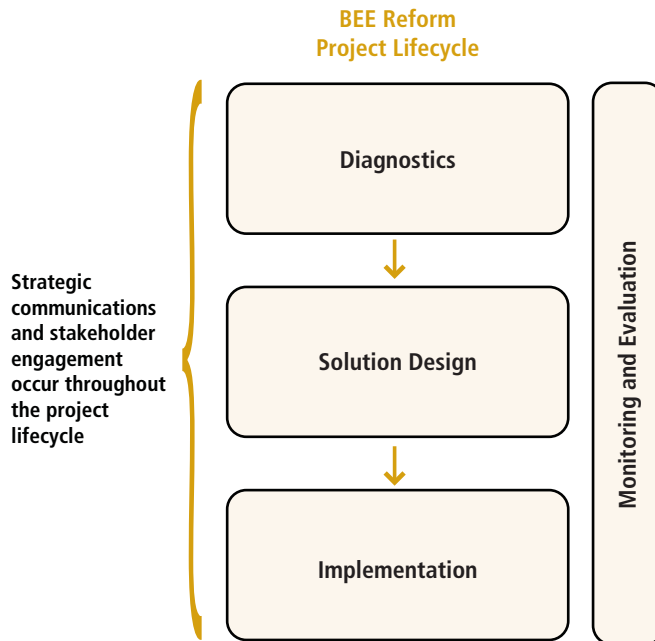
In a BEE reform context, strategic communications can only occur if rooted in an analysis of the stakeholder landscape and a strategic approach to engaging stake-

⁷ 2005. "A Better Investment Climate for Everyone." Background paper for World Development Report, World Bank Group. Washington, D.C.

holders. For this reason, the first step in a strategic communications program is a stakeholder analysis. This toolkit incorporates stakeholder analysis and stakeholder engagement strategies as critical inputs into a strategic communications plan and campaign. Because a strategic communications program defines both high-level strategic guidance for engaging stakeholders and an approach to tactical or day-to-day communications activities, it should be used to inform all stakeholder engagement mechanisms, such as public participation, public-private dialogue, direct government-business-union negotiations, or track-two initiatives.

1.4. When Does it Occur?

Strategic communications is a critical part of each phase of the reform lifecycle. As an integrated component of the reform project, it should begin alongside or immediately following diagnostics, be incorporated into the technical solution design, and run throughout reform implementation. Stakeholder analysis and other communications research are important inputs into both the technical design and the design of the strategic communications component. The development of activities traditionally viewed as communications (holding seminars, engaging the media, producing printed materials, etc.) are then incorporated into the overall project design, rather than as add-ons to implementation activities. Strategic communications best contributes to reform when embedded into the technical solution and executed as an integrated element of the reform project throughout its lifecycle.

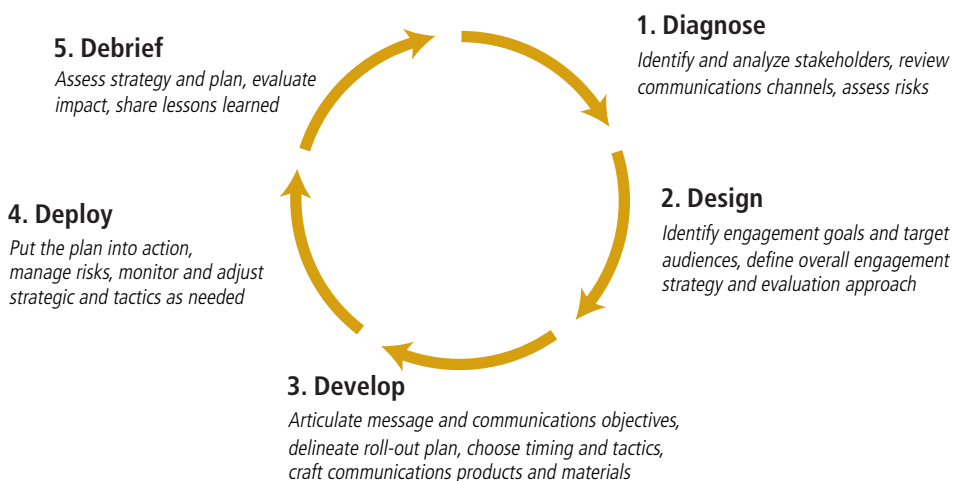


Chapter 2.0: The “Five Ds” Strategic Communications Framework

The “Five Ds” Strategic Communications Framework—*Diagnose, Design, Develop, Deploy* and *Debrief*—provides project managers with a foundation and structure for designing and implementing a strategic communications component in BEE reform projects.

The framework is designed to be flexible. Although communications is ideally incorporated into the reform project design from the very beginning, it can be adapted to the project’s unique objectives. In addition, the processes and products described in the framework are scalable to the project’s size and resources. Nevertheless, the communications process is most effective when integrated into the project’s design of a technical solution and embedded throughout technical execution, not viewed as an annex to the project. A well-integrated and well-timed strategic communications effort has significantly greater potential to enable and accelerate the reform process. Figure 2.1 provides a high-level view of this framework.

Figure 2.1: The Five Ds Strategic Communications Framework



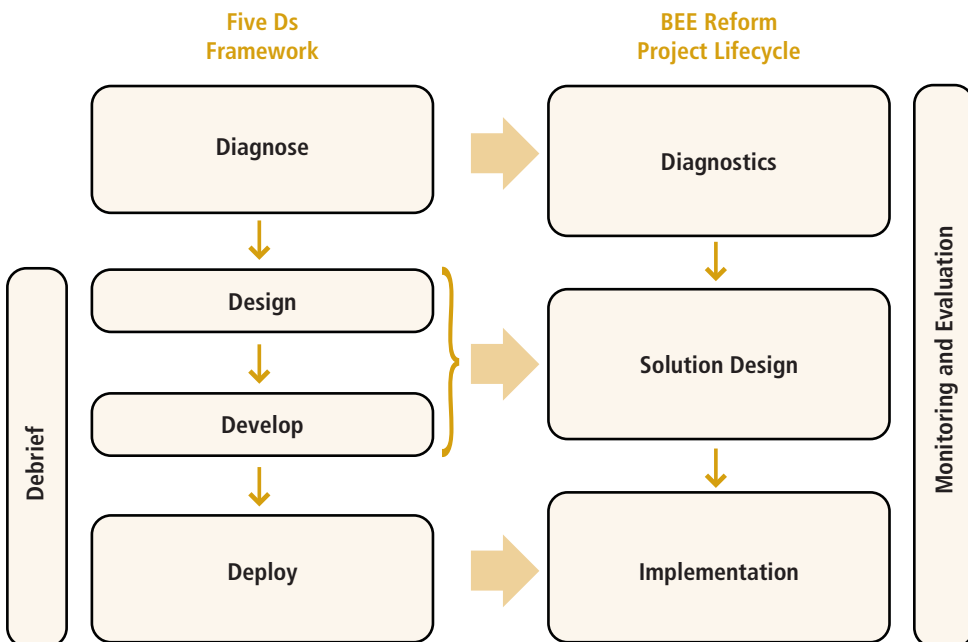
2.1. Using the Framework

Each phase of the Five Ds Framework is associated with key questions, activities, and recommended outputs. While those outputs are not typically formal deliverables they are important elements of the communications planning process that will likely inform and support every other aspect of the technical program.

The five phases are deeply interrelated. Regardless of when the project chooses to incorporate strategic communications, it is critical to start at the very first phase: *Diagnose*. Occasionally, there may be overlaps between the phases. For instance, some communications products might need to be created during the *Develop* phase—the planning phase—while others will inevitably be produced during the *Deploy* phase—the implementation phase. Similarly, *Debrief* includes monitoring and evaluation activities that occur during *Deploy*. The framework provides a high-level view of the sequencing and timing of various activities that can be adjusted to fit project needs.

When possible, strategic communications efforts should begin in parallel with program diagnostics. Recognizing that the actual timing may vary by project, the Five Ds framework corresponds to the typical BEE reform project lifecycle, as in Figure 2.2.

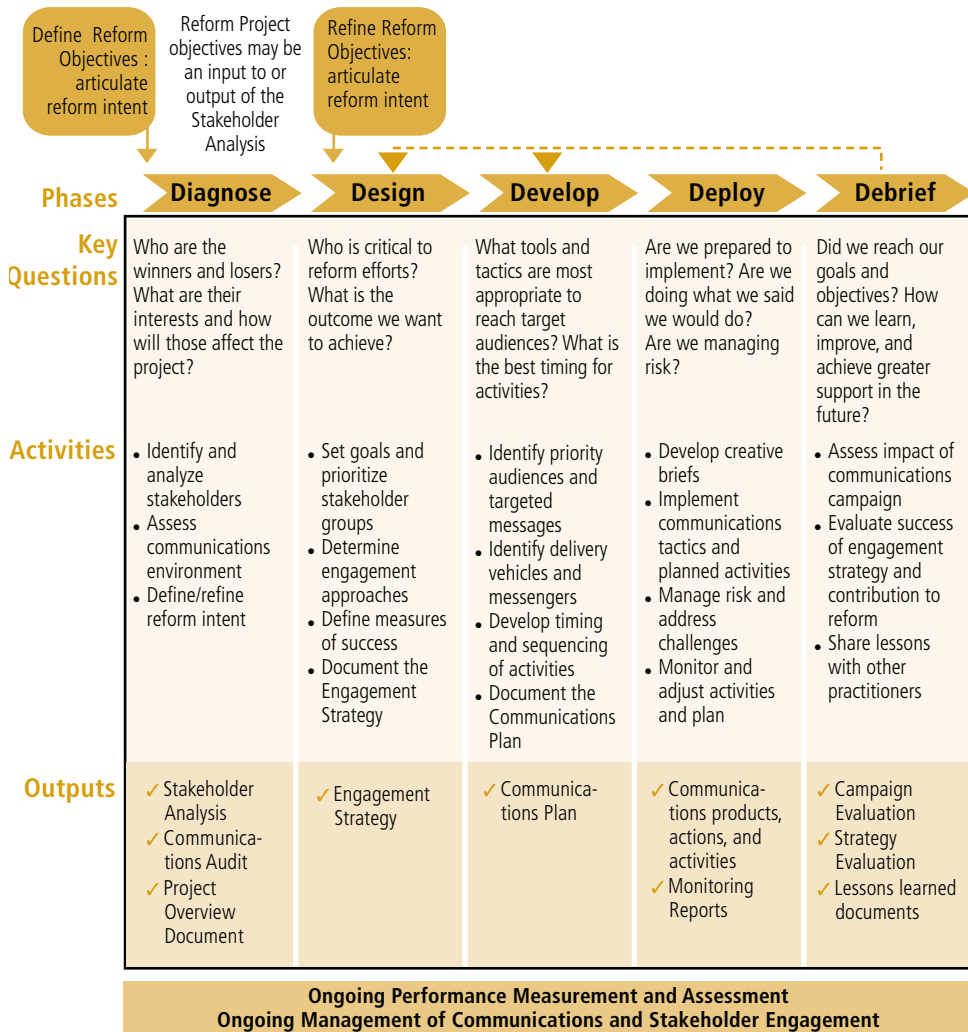
Figure 2.2: Strategic Communications Throughout the Project Lifecycle



In reality, the exact timing of the first phase of the Five Ds Framework may rest largely on the degree to which reform objectives have already been identified before the project begins its diagnostics activities. Consider the following:

- **Scenario One:** A government client has identified its intent to improve its “trading across borders” and “protecting investors” Doing Business indicators. IFC accepts the government’s request for technical assistance with the effort, and so the reform intent is already defined.
- **Scenario Two:** A government requests IFC to help identify and help reform the country’s one or two top barriers to private sector development. If the priority

Figure 2.3: The Five Ds Strategic Communications Framework in Detail



barriers have not been identified before the diagnostics begin, the reform intent will depend on the outcome of the technical diagnostics.

In scenario one, the first phase of the Five Ds Framework can begin in parallel to the reform diagnostics phase because the reform intent is already *defined*. Once the diagnostics are complete, the project team may *refine* its reform intent, serving as an input into the strategic communications effort and the broader technical solution of the program.

In scenario two, the first phase of the Five Ds Framework may not necessarily be able to begin until the project has completed its diagnostics activities, because the reform intent has *not been defined*. Without a clear idea of the specific barriers and reform issues that will be addressed, it may not be possible to identify all relevant stakeholders. Therefore the stakeholder analysis—a key component of *Diagnose*—may only be partially completed. Nevertheless, the tools and techniques used for the stakeholder analysis may be employed to assist the technical diagnostic team in determining which reforms are most realistic and feasible from a stakeholder perspective.

2.2. Managing Strategic Communications

The BEE project manager plays a number of critical roles in enabling and overseeing strategic communications. Probably the most important role is to be the advocate of the strategic communications process. If the project manager is not interested or is unable to provide the support necessary for robust stakeholder engagement and communications, this will influence effectiveness. The project manager plays a number of other key roles:

- **Incorporating strategic communications into project design.** Strategic communications is not a stand-alone effort—it must be incorporated into the project design and requires considerable input and coordination from project staff. The project manager's views and input on the strategy and design of engagement and communications materials is invaluable. This is key during the *Diagnose*, *Design*, and *Develop* phases.
- **Leading stakeholder engagement.** Each time a project manager meets with a high-level government official, a business association, or even an entrepreneur, he or she contributes to a stakeholder engagement effort. Recognizing this as an integrated and focused stakeholder engagement effort assists the project team in its work. This applies equally throughout all phases.
- **Acting as a chief communicator and messenger.** As a senior member of the reform team, the project manager must recognize his or her role as a key communicator and messenger. The manager should consider regularly and re-

peatedly articulating the messages defined through strategic communications efforts, both to the project team and to stakeholders. This applies especially to the *Design* and *Deploy* phases.

- **Ongoing contribution to strategic communications evaluation and assessment.** The strategic communications effort will define key messages and activities that need to occur and products that need to be developed. The project manager needs to show leadership in these areas by echoing those messages in meetings with stakeholders, participating in the activities, and enabling production and distribution of communications products. This applies especially to the *Deploy* and *Debrief* phases.
- **Tactical coordination.** The project manager should use his or her knowledge of project activities to inform strategic communications efforts. Strong coordination and sharing of knowledge allows staff to work as a dynamic team to everyone’s benefit. This applies equally to all phases.
- **Continuous monitoring.** The project manager should insist on receiving updates on strategic communications efforts, and be sure to read and respond to monitoring reports. As the individual with the best high-level view of the program, the project manager’s active monitoring of strategic communications will help identify challenges before they arise. This applies equally to all phases.
- **Budgeting.** The project manager may or may not have authority to control or increase the budget, but he or she can certainly work towards stretching resources by targeting communication effectively—by identifying local resources, helping to prioritize and channels, and identifying high-impact/low-cost activities. As a rule of thumb, the Economic and Social Research Council recommends that about 5 percent of the total funded budget should be allocated for communications.

The project manager’s most important task in any communications effort is to continuously evaluate and manage risks, such as those presented in Table 2.1.

Table 2.1: Risks Associated With Communications

Risks of Communicating	Risks of Not Communicating Well
<ul style="list-style-type: none"> • The vision of reform will not be shared by all. • Increased visibility of reform issues increases public debate and may fuel opposition. • Heightened awareness could politicize reform and force positions. • Promotion can be seen as propaganda in support of a foreign agenda. • The intended message may not be understood or accepted by all audiences. • Communications demand time and resources to be credible and consistent, which requires long-term view, not event-driven information dissemination. • Communications could expose an ill-designed reform solution. 	<ul style="list-style-type: none"> • Without a strong message and outreach, benefits of reform are left up to interpretation—where many believe they may be losers. • Lack of understanding of benefits and opportunities could limit support for policy changes. • The reform process is not transparent or understood by those required to implement it. • There can be no visible or broad-reaching call to action. • New legislation or processes are not well understood by those expected to adopt them. • Trusted advocates may not serve as messengers to sway those on the fence. • Opponents are not diffused. Vested interests are not addressed. • Early results of reform are not leveraged to build enthusiasm and momentum.

Source: Booz Allen Hamilton

Box 2.1: Assigning a Task Lead



See Annex for Tips!

Fundamental to the success of the communications efforts is identifying an individual who will be responsible for **implementing** day-to-day communications efforts. The individual can be a staff member or an external professional, but must be formally assigned responsibility and be able to:

- act as a **driver** of communications activities;
- apply the necessary **skills** and **authority** to execute communications tasks; and
- take **ownership** of the effort on two levels:
 - developing and driving the strategy
 - executing day-to-day activities

Whether this individual is internal to the project team or an external consultant or firm depends on many factors:

Pros	Cons
<p>Internal</p> <ul style="list-style-type: none"> • Is close to project technical staff—can get its input and help regularly • Is more aware of timing and issues associated with technical project 	<ul style="list-style-type: none"> • May not be communications professional • May be tasked to other activities as well • May not have communications expertise
<p>External</p> <ul style="list-style-type: none"> • Is a communications professional • May have local networks to tap into • Has experience in similar efforts 	<ul style="list-style-type: none"> • May be too removed from project context • May not be able to leverage technical staff regularly • May present a risk of not being a “good fit”

Chapter 3.0: Diagnose the Stakeholder Environment

Diagnose

Key Questions:

- Who are the winners and losers?
- What are the interests and how will those affect the project?

Activities

- Identify and analyze stakeholders
- Assess communications environment
- Define/refine reform intent

Outputs

- ✓ Stakeholders Analysis
- ✓ Communications Audit
- ✓ Project Overview Document

“Leaving out a critical stakeholder at the beginning of our project caused an almost fatal lobbying effort against the business registration reform in Sierra Leone. It turned out they were able to be convinced, and were reacting more from lack of information and at having been left out of the process.”

— Richard Stern, Regional Program Coordinator for Africa, FIAS

The first step in any strategic communications program is to conduct a thorough analysis of the stakeholder and communications environment. This serves three main purposes: it helps the team identify partners and supporters, prevents the team from overlooking opponents, and identifies the best ways to reach each

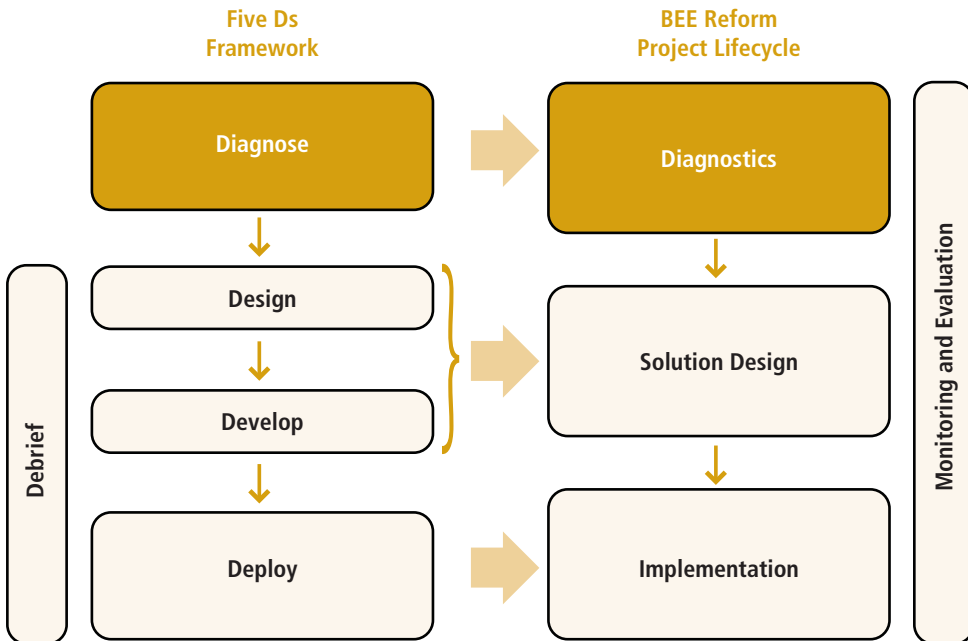
stakeholder. In the example above, an effort to simplify business registration was nearly derailed because the team initially overlooked a group that benefited from the status quo. A thorough analysis of stakeholders would likely have identified that group, opening opportunities for engagement that could neutralize their opposition. A strategic approach to communications and advocacy begins with two assessments that help prevent surprises:

- **Stakeholder Analysis**—Assesses stakeholder needs, requirements, perceptions, and insights.
- **Communications Audit**—Assesses available channels for communicating with stakeholder groups.

The broader diagnostic in all BEE reform efforts is typically the first step in the project lifecycle. It may employ tools similar to those used in the *Diagnose* phase

Phase Questions	Prerequisites
<p>Who—Identifying the audience: Who are stakeholders in relation to the specific issue at stake? Which are likely to support and oppose the effort? Which might be the most influential? Will they be losers or winners?</p> <p>What and Why—Informing the message: What do stakeholders perceive as the highest BEE priority? The greatest impediments to the reform proposed? Do they understand the issue? Do they support or oppose it? What risks and opportunities do their positions present?</p> <p>How—Assessing communications channels: What are the most reliable/credible sources of information about the business environment? In what formal organizations and informal channels do the stakeholders participate? What are the quality and reach of available communications channels?</p>	<p>Local communications capabilities researched. Know the local landscape and consider tapping into the database of communications professionals compiled by the World Bank’s Development Communications (DevComm) Team.</p> <p>Commitment to following through with what stakeholders expressed. Avoid the trap of gathering data from stakeholders without following up with further information on the reform effort.</p> <p>Decision on internal vs. external staff made. The project lead should know if the Stakeholder Analysis and follow-up work will be conducted by staff or contracted out.</p> <p>Task manager assigned. One individual should be responsible for management of the Stakeholder Analysis and <i>Communications Audit</i>. Ideally, this person would also lead the communications effort.</p>

Figure 3.1: Diagnose Phase Timing



The timing of the *Diagnose* phase depends partly on whether the reform target has been defined prior to the start of technical diagnostics, or whether the diagnostics will define the BEE reform issue that the program will target. Timing will be determined by the project’s needs, but the project manager should take into account the importance of starting this phase as early as possible and consider how stakeholder analysis could inform technical reform decisions.

of a strategic communications effort. Both assessments reach out to stakeholder audiences that provide input to project or communications campaign design, often using similar tools to do so.

Gathering data for BEE diagnostics and for developing a strategic communications campaign can be accomplished jointly or separately. But the exercises of analyzing stakeholders and assessing the communications environment must be conducted and documented with the purpose of serving strategic communications research needs. Relying exclusively on inputs from overall project diagnostics that were not designed to address communications opportunities is likely to limit the value of the analysis.

For example, if a project organizes a private sector workshop for SMEs to discuss barriers to business growth, the communications team can “piggy-back” on the event to conduct research required to support the *Stakeholder Analysis* and *Communications Audit*. The team can design and distribute surveys or hold focus groups through the same channels or venues that address participant support for BEE reforms.

3.1. Conducting a Stakeholder Analysis

A *stakeholder* is an individual, community, or group that has something to gain or lose from the outcomes of a reform program or activity. Stakeholders may impede reform or actively promote it—they influence change or fight for the status quo. The term “stakeholder” also includes audiences who are indirectly affected by the reform. In BEE projects, identifying and analyzing the needs and concerns of different stakeholders is fundamental to shaping and implementing reform.

A *Stakeholder Analysis* is a structured process to identify, assess, and prioritize the stakeholders and interests that affect the mission and objectives of reform. It allows managers to determine the most critical actors in the reform process and develop a plan that will harness the support of those in favor of reform, while managing the risks posed by those against it. It is a process of discovering the broadest range of people who will be affected by, or interested in, the proposed reform and the changes it entails.

A *Stakeholder Analysis* is scalable to the reform effort and project budget. The team can also use existing data where possible and expert opinions to complete portions of the analysis. It need not be resource-intensive, but it should be aligned to project needs.

As an assessment of opportunities and project risks, the results of a *Stakeholder Analysis* can be used as an input to project design in a variety of ways, including:

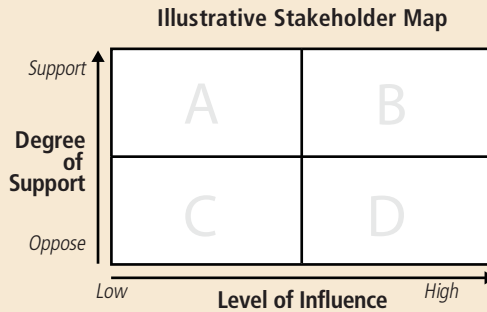
Box 3.1: Why Perform a Stakeholder Analysis?

Stakeholder analysis is integral to BEE project design and management, helping to identify:

- **relationships between stakeholders** that may form coalitions of ownership, sponsorship, and support;
- **specific interests** and characteristics of stakeholders who may affect or be affected by the reform;
- **capacity of stakeholder groups** to participate in the reform project;
- **potential conflicts of interest or risks** that could threaten program success;
- **opportunities and relationships** to build on to achieve results;
- **potential incentives** to encourage participation in project phases;
- **ways to reduce negative impacts** on affected stakeholders; and
- **mechanisms to increase sustainability** of program results.

A Stakeholder Analysis clarifies specific private sector needs, which helps refine reform objectives and priorities.

A common method for summarizing and capturing the information in this analysis is the stakeholder map. This map is used to plot stakeholders by levels of support and influence and is used throughout the Five Ds Framework.



- development of the **technical solution** by refining reform objectives and identifying potential barriers to reform adoption and implementation;
- design of a **public-private partnership** by uncovering common interests and identifying potential partners perhaps not originally considered; and
- development of mechanisms for **monitoring and evaluation** because baseline data collected can be used later to evaluate reform impact.

A Stakeholder Analysis follows a stepped approach for identifying and assessing social, political, and institutional stakeholders:

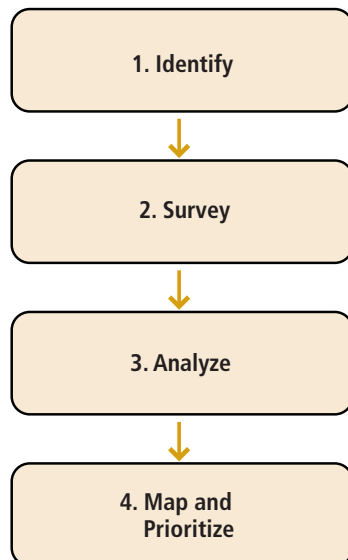
Step 1: Identify and list stakeholder groups affected by reform program objectives.

Step 2: Survey stakeholders to obtain their general views and specific insights about the reform topic.

Step 3: Analyze survey findings to assess stakeholder levels of support and degrees of influence and to identify barriers to reform.

Step 4: Map and categorize key stakeholder groups.

Steps to Conducting a Stakeholder Analysis



There are many techniques for conducting a *Stakeholder Analysis*, and each has its own tools. This toolkit presents techniques that are believed to be most appropriate for BEE reform. They can and should be adapted to the needs of project teams. They are scalable and do not always require a complex and costly effort. What matters most is that the team gathers the appropriate level of detail to form a baseline assessment.

Stakeholder Analysis is a strategic step in designing a communications approach. While the *Stakeholder Analysis* is key, it does entail risks:

- The jargon (i.e. “analyzing” stakeholders) can be threatening.
- The analysis is only as good as the information collected and used.
- Matrices and tables can oversimplify complex situations.
- Judgment used in placing stakeholders in tables is subjective—several opinions from diverse sources are often needed to confirm or deny a judgment.
- Partnerships can suffer if differences among groups are emphasized over common ground.
- Trying to describe winners and losers and predicting hidden conflicts and interests can alienate powerful groups.⁸

Box 3.2: Components of the Stakeholder Analysis

- List of stakeholders surveyed (interviews, focus groups, etc.)
- Identification of stakeholders by category (key, primary, secondary) and descriptions of those groups
- Discussion of stakeholder perceptions that highlights shared opinions and differing areas of opinion
- Refined list of perceived stakeholder interests and an evaluation of potential impact on project
- Evaluation of stakeholders’ level of support for or opposition to reform
- Evaluation of stakeholders’ level of influence on project success
- Identification of key concerns or expectations of each stakeholder group

Step 1: Identify and List Stakeholder Groups

Every reform includes a range of stakeholders that will affect or be affected by reforms—both positively and negatively. Although the level of importance and roles that stakeholders play are highly specific to the reform type and the country’s political, social, and economic environment, all BEE reform projects must consider the range of typical stakeholders from the public and private sectors, civil society, and the international community. Table 3.1 provides an illustrative list of BEE stakeholders.

A *Stakeholder Analysis* entails evaluating all key, primary, and secondary stakeholders who have an interest or stake in the proposed reform.



⁸ Philip Dearden, Steve Jones, Rolf Sartorius, and CIDT. 2002. “Tools for Development. A Handbook for Those Engaged in Development Activity.” DFID, London.

Table 3.1: Typical Stakeholders in BEE Reform

Private Sector	Public Sector	Civil Society	International Community
<ul style="list-style-type: none"> • Local and foreign investors • Small and medium sized businesses • Large corporations • Financial institutions • Business membership organizations (Business Associations, Chamber of Commerce)* • Professional organizations* • Individual business leaders 	<ul style="list-style-type: none"> • President's office • National and local public institutions • Ministers and advisors • Civil servants • Parliament • Political parties • Investment promotion or economic competitiveness commissions and councils 	<ul style="list-style-type: none"> • National and local NGOs • Trade unions • Academia • National, local, and international media • Citizen advocacy groups* • General population 	<ul style="list-style-type: none"> • Multilateral development partners • Foreign governments • International development NGOs

* Represent stakeholder intermediaries
Source: IFC SME Department

- **Key stakeholders** are those who can significantly influence the reform effort—they are critical to the reform's success or failure. They may be high-level officials or public sector policy implementers, or representatives of the private sector, but include all those that are or should be *directly involved* in the project. This category of stakeholders will include all potential partners and reform-minded, high-level officials who have the potential to become reform champions.
- **Primary stakeholders** are those directly affected by the reform, either positively (beneficiaries) or negatively. This group includes all stakeholders who have an interest in the outcome and will want to know how the reform will affect them. For example, in a business simplification project, this would include SMEs that would be encouraged to use the new permitting procedures and processes.
- **Secondary stakeholders** are all other individuals or groups with a stake, interest, or potential intermediary role in the reform process or outcomes. This includes members of civil society who may not be directly affected by a specific business registration procedure or policy, but who have a clear interest in the country's economic and social development. In Russia's tax reform, for example, pensioners were identified as secondary stakeholders because they were ultimately affected by changes in tax policy.

The project team may begin by listing all stakeholders who will be affected by the reform. In each case, the team should assess and list what it *perceives* the stakeholder interest to be and the reform's potential effect on those interests. This exercise should identify specific stakeholder groups, subgroups, and individuals. This initial list establishes a starting point for the project team to identify those that should be surveyed later in Step 2. Table 3.2 is a useful tool for capturing this evaluation.

Table 3.2: Stakeholder Identification Table

Stakeholder Category	Description	Stakeholder Group	Interests at stake in relation to specific reform/project	Potential impact on project success: Positive (+), Neutral (o), Negative (-)
Key				
Primary				
Secondary				

Source: Adapted from "Strategic Communications for Development Projects" World Bank Group, Washington, D.C.

Step 2: Survey Stakeholders to Obtain Insights and Input

Knowledge of stakeholder perceptions and concerns about a proposed reform is vital to a project's technical and communications design. Although many projects

Case Snapshot 3.1: Identifying Industry-Specific Stakeholders in Sichuan, China

Identifying stakeholders for industry-specific reforms can be especially challenging. In China, IFC's Sichuan Value Chain Analysis (VCA) project was reviewing three sectors: pork, electronics and tourism. At the start, industrial stakeholders were not easy to identify, and many were highly skeptical of IFC's study or anything that appeared to be initiated by the government. There were numerous small and highly-dispersed groups of stakeholders, especially in the pork and tourism sectors. In order to identify and engage these groups in the VCA, the project team initiated the following efforts:

- They aligned the VCA with the province's five-year development strategy and crafted an explanation for stakeholders about the VCA concept and how it related to regional development.
- Through the project's initial information-gathering phase, the team constructed a list of related firms and agencies that they could engage through face-to-face interviews, focus groups, and mini-surveys. This led the team to identify eight to ten reform allies. They then worked to build trust and working relationships with these business associations, research/academic institutions, and individual supporters.

The views of all stakeholders were gathered during events and synthesized in project reports. Three rounds of reviews of each draft report were held before the drafts were finalized. A stakeholder workshop was organized to give company and government representatives a platform to voice their opinions and exchange views openly. As the project moves into the stage of follow-up solution discussions and implementation, IFC is gradually shifting its role from reform driver to a facilitator that brings public and business stakeholders together to discuss sometimes conflicting interests.

Source: Xiaofang Chen, Program Manager, IFC PEP-China.

incorporate this knowledge into their technical approach, some omit this step as a part of their communications efforts. A careful review of perceptions is important because it informs communications throughout the project lifecycle. Although this exercise can be coordinated with the project’s technical diagnostics, it should be designed with specific communications needs in mind. Table 3.3 provides a summary of data-gathering options.

Table 3.3: Stakeholder Perceptions Data-Gathering Options

	Description	Advantages	Ideal Audience	Considerations
Interviews	<ul style="list-style-type: none"> • Effective when consulting with high-level stakeholders and opinion leaders • Valuable as both a data-gathering technique and a form of formal consultation • Allow for greater candor • Enable gathering feedback on the role of other stakeholders or impediments to reform success 	<ul style="list-style-type: none"> • Provide more in-depth exchange and detailed information in non-threatening forum • Can permit more candid feedback when confidentiality is an issue • Enable optimum personal engagement and participation • Can be used to evaluate potential partners 	<ul style="list-style-type: none"> • High-level stakeholders, including government officials or representatives of relevant organizations • Influential stakeholders that may oppose reform proposals • Those with significant input into the project design 	<ul style="list-style-type: none"> • Low-cost method • Time consuming to conduct • Limited reach • Represents individual views
Focus Groups	<ul style="list-style-type: none"> • Small group discussions guided by a trained facilitator • Enable learning about opinions and concerns on a specific reform topic • Center on a specific topic— focus must be narrow • Use of facilitator encourages free expression of ideas 	<ul style="list-style-type: none"> • Allow greater probing of specific impediments and business issues • Provide immediate feedback on differing opinions • May inspire stakeholder involvement • May help build stakeholder relationships • Good input into reform messages 	<ul style="list-style-type: none"> • Stakeholder groups with range of member types or interests such as businesses of different sizes and from different industries or government representatives from multiple ministries 	<ul style="list-style-type: none"> • Facilitators need to be proficient in reform issues • There is a risk that one voice or the facilitator may dominate the discussion

(Continued on next page)

Table 3.3: Stakeholder Perceptions Data-Gathering Options (Continued)

	Description	Advantages	Ideal Audience	Considerations
Surveys	<ul style="list-style-type: none"> • Can be administered verbally, in writing, or in person, and by phone, mail, or Internet, and over different periods of time • Require little time from participants but need advance planning to develop questions, distribute surveys, and process answers • Suited to large groups or cross-sections of stakeholders 	<ul style="list-style-type: none"> • Can produce reliable and statistically valid results that are persuasive with political groups • Provide more detailed and granular data • Relative anonymity, depending on survey method • Limit options for responses 	<ul style="list-style-type: none"> • Large and dispersed groups such as SMEs • Formal organizations in the public and private sectors • Targets those whose attitudes the team wishes to test 	<ul style="list-style-type: none"> • Can be labor intensive and expensive to get valid results • Advanced planning, translation, and pre-testing required for questionnaire • Data analysis required after survey implementation • Requires reliable distribution mechanisms appropriate for environment
Other	<ul style="list-style-type: none"> • Review of secondary resources. Review should include past press coverage, discussion with existing development project leaders, academic journals, or other existing research. • Informal/formal data gathering during events. Data can also be gathered by distributing surveys during stakeholder events or by holding a stakeholder workshop in which the project team leads an open discussion, asks questions, takes notes, and completes stakeholder worksheets (included throughout this chapter) in order to produce the Stakeholder Analysis. Worksheets can be completed individually or in groups and then compared. 			

Source: International Association of Public Participation, Booz Allen Hamilton

Step 3: Analyze Stakeholder Interests, Support, and Influence

Having gained a more thorough understanding of the stakeholder landscape, the project team will be ready to examine its findings. The objectives of this step are to:

- capture information gained from stakeholders systematically;
- refine the list of stakeholder interests and potential impacts on the project;
- evaluate levels of support and opposition to reform;
- identify themes, concerns, and insights shared by stakeholders or differences in opinion;

- develop recommendations to complement project diagnostics
- identify channels for reform communications to supplement a *Communications Audit*; and
- incorporate feedback from stakeholders into the overall program strategy and modify reform intent and objectives.

After surveying stakeholders, the team may find the Stakeholder Support and Influence Table (Table 3.4) a useful way to capture the findings. This builds on the Stakeholder Identification Table (Table 3.2)

but adds two additional elements—level of support for reform and level of influence over reform. Using the definitions for influence and support found in Box 3.3 and drawing from Table 3.4, the team may score each stakeholder group on a 5-point scale where one equals no support or influence, and five equals very high levels of support or influence.

Box 3.3: Support and Influence

Influence is the power a stakeholder has to facilitate or impede achievement of the policy or reform objectives.

Support is the extent to which the stakeholder supports or opposes the reform initiative. Those stakeholders who are *highly active or vocal* in their position are viewed as weighing more than those who have a strong opinion but are inactive.

Table 3.4: Stakeholder Support and Influence Table

Stakeholder Category	Stakeholder Group	Interests at stake in relation to specific reform/project	Potential impact on project success: Positive (+) Negative (-) Neutral (o)	Level of Support for Reform 1 – Strong Opposition 2 – Moderate Opposition 3 – Undecided/Unknown 4 – Moderate Support 5 – High Level of Support	Level of Influence over Project Success 1 – Little/No Influence 2 – Some Influence 3 – Unknown 4 – Moderate Influence 5 – Significant Influence
Key					
Primary					
Secondary					

Source: Adapted from “Strategic Communications for Development Projects” World Bank Group. Washington, D.C.

It is helpful to segment large stakeholders into subgroups, as stakeholder groups are not homogeneous and may not have the same interests. For example, using a broad category such as “local government” does not distinguish between mayors of municipalities, who have political interests and constituents to please, and other mid-level officials or civil servants. While politicians may support reform to avoid controversy or to appeal to the desires of supporters, civil servants involved in related procedures or transactions may vehemently resist reform because of personal

interests or a desire to control their “turf.” Segmenting groups into distinct categories allows the project team to tailor strategies and messages to address each.

Step 4: Map and Categorize Stakeholders

The information from the Support and Influence Table can now be transferred to a Stakeholder Support and Influence Matrix (Table 3.5) by inserting each stakeholder into the appropriate cell.



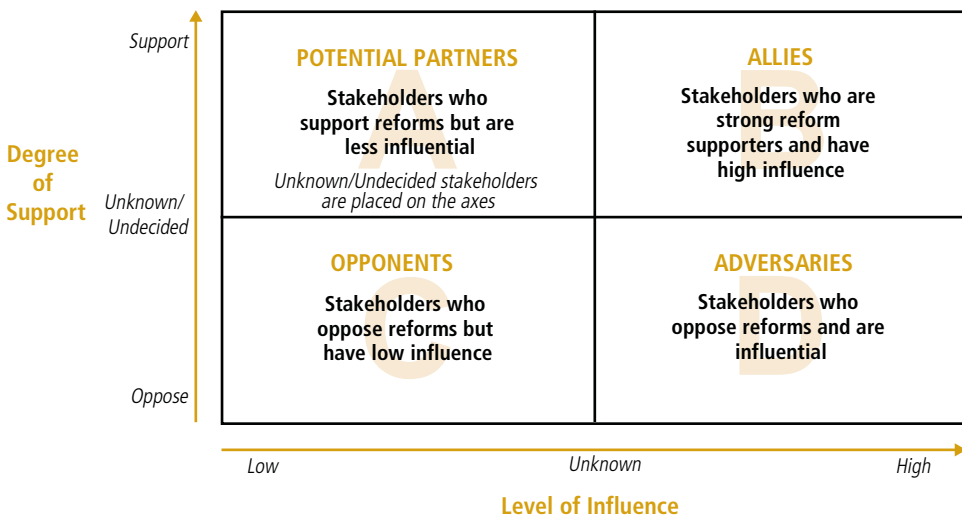
Table 3.5: Stakeholder Support and Influence Matrix

Influence of Stakeholder	Level of Support for Reform by Stakeholder				
	Strong Opposition	Moderate opposition	Unknown/Undecided	Moderate Support	Significant Support
Little/No Influence					
Some Influence					
Unknown					
Moderate Influence					
Significant Influence					

Source: Adapted from “Strategic Communications for Development Projects” World Bank Group, Washington, D.C.

The results of these exercises can be transferred into the stakeholder map (Figure 3.2) to illustrate stakeholders’ relative positions. Scoring is helpful in determining

Figure 3.2: Stakeholder Map



where to place stakeholders. Those with higher scores in influence are placed farther to the right on the horizontal axis; those with higher scores in terms of support *coupled with* higher levels of activity are placed toward the top of vertical axis. Those with unknown support or influence levels are placed close to or directly on the median.

The stakeholder map is a recognized component of a *Stakeholder Analysis*, helping to assess the feasibility of reform in project planning. By identifying categorizing each group, the project team can focus on how to persuade, influence, or empower different stakeholders to advocate for policy changes and promote the reform agenda. Chapter 4 reviews strategies for prioritizing and addressing stakeholder groups in each quadrant of the map.

Another useful way to analyze stakeholders is by grouping them according to perceptions. The Stakeholder Perceptions Table (Table 3.6) can be used to identify areas of convergence and divergence of stakeholder beliefs. This can be useful in shaping targeted messages that are crafted as part of the *Communications Plan* discussed in Chapter 5.

Table 3.6: Stakeholder Perceptions Table

Perception	Stakeholders Sharing Perception	Stakeholders Disagreeing the Perception
Private sector does not have the capacity to acquire land for economic zones	Civil society, politicians, and business associations	Large business groups and development partners
Joint public-private management of economic zones is desirable	Bangladesh Small and Cottage Industries Corporation, development partners	Private sector entrepreneurs, who do not believe joint management can work (prefer purely private model)

Adapted from 2006. "Assessing and Addressing Stakeholder Interests in Private Sector Development Reform."

Case Snapshot 3.2: Armenia Tax Improvement Project

In 2005, Armenia’s tax-to-GDP ratio hovered at 14 percent, and its shadow economy was estimated at 30 to 60 percent of total GDP. Businesses complained of cumbersome procedures and corrupt administrative practices that made paying taxes a lengthy process. In response, USAID launched the Armenia Tax Improvement Project with the goal of increasing tax revenues by improving voluntary tax compliance. As part of the baseline assessment, the project conducted a Stakeholder Analysis to identify the supporters and the adversaries of reform.

Stakeholder identification: After developing an initial target stakeholder list, the project team met with other donor projects, interviewed local staff, and used secondary research to gather a complete stakeholder list. Tax reform touched on many sensitive issues, from unethical tax inspector behavior to conflicts of interest with business-owning members of parliament. The team used data gathering methods including interviews, surveys, and working groups to obtain and compare stakeholder views and perceptions about reform initiatives and obstacles:

(Continued on next page)

Case Snapshot 3.2: Armenia Tax Improvement Project (Continued)

- **Interviews** with 25 high-level representatives of government, business associations and NGOs informed analysis of high influence external stakeholders
- **Surveys** of State Tax Service employees enabled candid responses, allowed employees to contribute to the effort, and represented the first-ever survey of this nature
- **Working Groups** were conducted to solicit recommendations from internal and external stakeholders and identify barriers to reform.

Analysis of findings: The team rated and mapped each stakeholder according to their level of influence and degree of support. This facilitated assessment of each stakeholder's ability to affect reform and helped develop recommendations to incorporate into the strategic communications program.

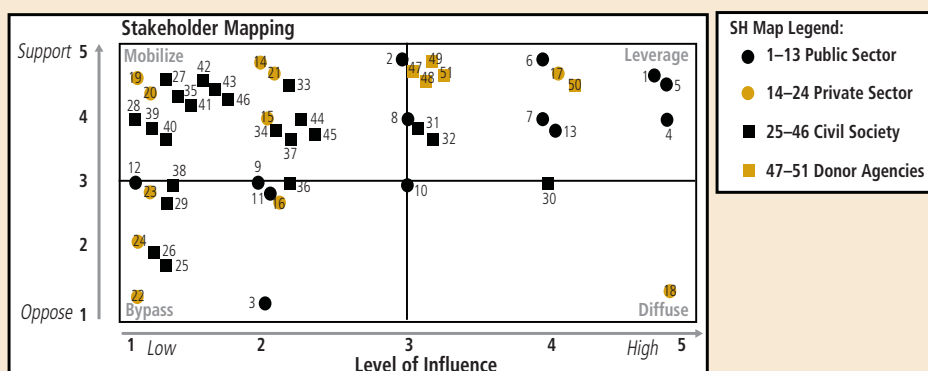
Stakeholder mapping: Stakeholders were divided into subgroups to identify "outliers" whose positions did not conform to those of the larger groups. By differentiating large taxpayers from SMEs, for example, the team demonstrated that interests and incentives for tax compliance differed considerably for each group. Large corporations with more resources to support tax filings and leverage government relationships saw tax administration reform as a low priority. SMEs, on the other hand, supported reform to increase transparency of tax rules and improve professional standards of tax inspectors.

		Armenia Tax Improvement Project		
#	Stakeholder	Stakeholder Subgroup	Support	Influence
Public Sector				
1	STS	Tax Improvement Program Working Group	5	5
2	STS	STS HQ and field employees in support of reform	5	3
3	STS	STS employees in regional inspectorates w/direct taxpayer contact	1	2
4	National Assembly	Members, Standing Committee on Financial-Credit, Budgetary and Economic Affairs, Chamber of Control	4	5
5	President	Robert Kocharyan	5	5
6	Government	Ministry of Finance and Economy	5	4
7		Ministry of Trade and Economic Development	4	4
8		Ministry of Justice	4	3
9	Other Government	Ministry of Labor and Social Affairs/Social	3	2
10		Ministries of Agriculture, Defense, Energy	3	3
11		Ministry of Territorial Administration	3	2
12		Regional/Local Administration Bodies	3	1
13		Central Bank	4	4
Private Sector				
14	Accounting and Auditing Industry	Tax Advisors, Accountants, Auditors, Legal	5	2
15		Business Consultants	4	2
16		Business Training Firms	3	2
17		Association of Accountants and Auditors	5	4
18	Business Taxpayers	Large Taxpayers	1	5
19		Small and Medium Enterprises	5	1
20		Micro Enterprises	5	1
21		Foreign Corporations	5	2
22		Unregistered SMEs	2	1
23	Individual Taxpayers	Employees whose taxes are paid by employers	3	1
24	Individual Non-Taxpayers	Employees who are un-registered by employers	2	1

(Continued on next page)

Case Snapshot 3.2: Armenia Tax Improvement Project (Continued)

		Armenia Tax Improvement Project		
#	Stakeholder	Stakeholder Subgroup	Support	Influence
Civil Society				
25	Non-Governmental Organizations	Transparency International	5	2
26		Counterpart International	5	2
27		Anti-corruption Coalition	5	1
28		Union for Protection of Consumers Rights 4	1	
29		Other NGOs	3	1
30	Business Management Organizations	SME Development National Center	3	4
31		Union of Manufacturers and Businessmen	4	3
32		Foundation of Small and Medium Sized Businesses	4	3
33		Chambers of Commerce: Armenian, American, EU	5	2
34		Industry-specific: Builders, Jewelers, Information Technology, Bankers, etc.	4	2
35		Armenian Development Agency	5	2
36		Union of Business Support Organizations	3	2
37		Armenian Foreign Investment Corporation	4	2
38	Merchants Union	3	1	
39	Academia/University Student	Yerevan State University	4	1
40		State Institute of National Economy	4	1
41		American University of Armenia	5	2
42	Media	HETQ Investigative Journalist Group	5	2
43		News Agencies – Arminfo, Arminpress, Medinform, Noyan Tapan	5	2
44		Public Radio: Sharp Angle, Radio News	4	2
45		Azg, Iravanq, Hayots Ashkharh	4	2
46		H2, Armenia TV, Yerkir Media	5	2
Donor Agencies				
47	Multinational Donor Organizations	International Monetary Fund (IMF)	5	3
48		The World Bank	5	3
49		United Nations Development Program (UNDP)	5	3
50		USAID	5	4
51		EU TACIS	5	3



Source: Julie Cline and Tatiana Jeromskaia, Booz Allen Strategic Communications

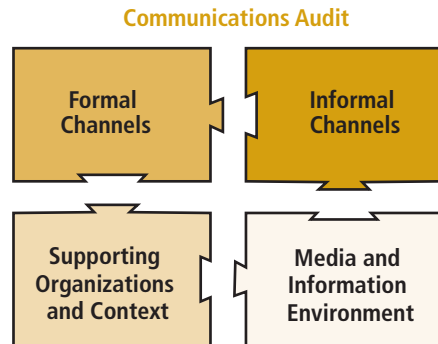
3.2. Assessing the Communications Environment

A *Communications Audit* is a scan of the local communications environment. This assessment helps project teams understand the forces affecting reform-related communications activities and identify the social, political, and cultural elements that affect the communications environment and that will serve as channels for promoting reform.

Before conducting an audit, it might be worthwhile for the team to examine whether any partners or past project teams have already completed an audit of the same local environment. The World Bank’s Development Communications Division (DevComm) can serve as a resource for such information. It may have an existing audit on file or be able to produce a new assessment.⁹ It is also a good idea to share any audits produced by World Bank Group members with DevComm, to enable knowledge-sharing and prevent future duplication of effort.

3.2.1. Components of a Communications Audit

The *Communications Audit* evaluates four areas of the communications environment: formal channels, informal channels, supporting organizations and context, and media and information environment. An effective and tailored audit will review these areas from the perspective of the specific reform and relevant issues in order to identify those that can be used most effectively for a particular reform effort. The audit is scalable. It does not need to be complex and expensive. Local staff are an excellent resource for gathering the needed information.



Once the team has a solid grasp of communications channels and the local context for reform, it can begin identifying creative ways of leveraging existing channels or devising new ones. For instance:

- In Macedonia, a street fair was started to raise awareness of competitiveness by showcasing local industries.
- In Uganda, as part of an effort to “sensitize” business leaders on the benefits of trade licensing reforms, a DAI team went “door-to-door” to businesses to

⁹ www.worldbank.org/developmentcommunications/

Table 3.7: Audit Questions

Formal Channels	Informal Channels
<ul style="list-style-type: none"> • Which communication channels are most prevalent? • How extensive is coverage? What is the reach of television, radio, and periodicals? • What is the cost of paid advertising, announcements, inserts? Overhead, production expenses, printing, and distribution costs are important considerations. • What are the independent media outlets? State-controlled media outlets or a lack of independent media may hamper public debate of reform issues. • To what degree do existing media cover economic and business reform issues? How effectively does mass media cover related topics? 	<ul style="list-style-type: none"> • What are alternative means of distributing information? Targeted community events, such as fairs and street gatherings may be more effective in relaying messages to a target audience than national media. • Where else do people seek information? Consider teahouses, coffee shops, bars, cinemas, weekly markets, religious meetings, or other alternatives. • Are there political constraints to open communication? Constraints, such as state control of media, need to be evaluated during this process. • What are media development trends? Does the infrastructure allow for wider Internet or electronic access for the public?

Source: Booz Allen Hamilton and World Bank Development Communications

Supporting Organizations and Context	Media and Information Environment
<ul style="list-style-type: none"> • Are there existing communication experts or organizations that can be tapped? What is the local capacity to design and deliver information products and programs? • How developed are civil society networks? How active are they in supporting and promoting reform? • What alternative communication channels, such as grassroots organizations, advocacy groups, and NGOs, can support the team's BEE reform initiatives? • How successful are existing reform or donor projects in communicating with their stakeholders? • Are there local communication consultants or staff? • What socio-economic, cultural, political, and historical norms must be considered? Are they likely to assist or impede reform communication? 	<ul style="list-style-type: none"> • How regulated is the information environment? Are information channels controlled, monitored, or restricted? • How accountable and transparent is government? How does government communicate with citizens and constituents—through what mechanisms and systems? • Are there cultural, legal, or political barriers to distributing information? • How visible are relevant BEE reform issues in the national, regional, and local media? • Which channels, programs, or journalists address economic issues? What is the breakdown of coverage among national, regional, and local media? • What is the tone of media coverage toward the issue? How proficient are journalists in BEE reform issues? • What is the local literacy rate?

provide information to complement targeted presentations and radio programs.¹⁰

- In a business simplification project in Nicaragua, reform teams used e-mail lists of residents to announce new procedures for construction permits.

¹⁰ Development Alternatives, Inc. 2005.

- In Peru, IFC reform teams partnered with local NGOs to work with the media to ensure business simplification reforms were covered in local papers and by cable stations.
- In Russia, IFC’s Private Enterprise Partnership team developed a university course to train future journalists in economic issues to improve understanding and ensure accurate coverage of reform topics. The course eventually became part of the standard curriculum.

Assessing Channels

- 1. Reach**—What audiences does the channel target?
- 2. Frequency**—How often are audiences exposed to the channel?
- 3. Cost**—How much does it cost to utilize the channel?
- 4. Feasibility**—Is it possible for the project to utilize this channel? Are there risks in doing so?
- 5. Effectiveness**—How much effect on knowledge or behavior could this channel produce?

Case Snapshot 3.3: Media Channels in Uzbekistan

IFC’s Uzbekistan SME Policy Project team learned that mass media was a less effective tool than direct, targeted communications with key stakeholders. Because mass media was under strict government control, many lacked the skills and ability to facilitate public dialogue and generate sufficient discussion of the issues affecting the SME community—such as the challenge of inspection permits reform. The team found that directly informing influential officials was a much more effective tactic, given the limitations of the Uzbek media landscape. Although the media could be used to raise general public awareness on certain issues, it could not be the core component of the team’s strategy.

Source: See full Case Study in Part II.

Figure 3.3: Sample Communication Channel Assessment

2003	Croats %	Bosniaks %	Serbs %	Total %
Daily newspapers	19.7	27.7	18.6	22.4
Weekly newspapers	5.9	3.8	3.3	4.0
Magazines	3.0	1.2	3.5	2.5
TV	72.4	72.6	75.0	73.5
Radio	20.4	16.5	19.4	18.5
Other	1.6	1.9	0.7	1.3
Refuses	3.0	2.6	1.5	2.3
Don't know	1.3	2.1	3.0	2.3

An assessment of media outlets, like this one conducted for BEE reform in Bosnia Herzegovina, can identify alternative channels for reaching different stakeholder groups. Source: Benjamin Herzberg, 2006.

3.2.2. Communications Audit Sources

Many BEE reform projects operate in low-data or limited-data environments. To address environmental challenges such as lack of secondary media research and limited data availability, project teams can use the following resources to conduct a *Communications Audit*:

- **Local staff.** Local staff, including facility communications specialists, can provide extensive information on the current communications environment as well as advantages and limitations of using certain communication channels.
- **Journalists.** Meetings and interviews with journalists can help assess their knowledge and interest in highlighting BEE reform issues through formal communication channels.
- **Project beneficiaries and stakeholders.** Stakeholder interviews will provide crucial feedback about their preferences for certain information channels and perceptions about media coverage.¹¹ Meetings with Business Membership Organizations (BMOs), NGOs, and other advocacy groups will point to those channels most viable for reaching specific stakeholder groups.
- **Current reform efforts and donor projects.** Existing donor projects help gather information on previous communications efforts, and gain an understanding of what works and what does not. Lessons learned from previous projects may allow the team to prioritize or opt-out of using certain communications channels.
- **DevComm.** The World Bank’s Development Communications Division (DevComm) is a resource for both World Bank and non-World Bank projects. The project team may consider working with DevComm experts to either identify existing audits or assist in initiating a new audit.

Information Sources for a Communications Audit	
Sources	Services
<ul style="list-style-type: none"> • Local Staff • Donor-funded projects • Stakeholder groups • NGOs • Journalists 	<ul style="list-style-type: none"> • Communications consultants • PR firms • Media monitoring companies • DevComm

3.2.3. Summarizing Results

The *Communications Audit* provides the team with a basic understanding of the country’s information landscape. Interviews and research used to complete this

¹¹ Emanuele Santi and Lucia Grenna. 2003. “Operational Communications for the Environmental Governance.” World Bank Group. Washington, D.C.

Box 3.4: World Bank Development Communication Division— A Key Resource

The Development Communication Division (DevComm) of the World Bank’s External Affairs Vice Presidency provides advice and technical support on strategic communication tools and approaches to increase development effectiveness. DevComm helps create mechanisms to broaden public access to information, build consensus, and increase stakeholder engagement, particularly with respect to designing and implementing reform programs. DevComm works with World Bank project teams, government officials, and development partners. DevComm provides communication support to development projects and programs in the following four areas:

- **Support to Operations.** Provides support to analyze the information environment in a country (including media and civil society), assess non-financial risks (political, social, and cultural), and design communication strategies for: projects, reform programs, economic and sector work; Country Assistance Strategy (CAS); and poverty reduction efforts such as the PRSPs and national development plans for country governments.
- **Knowledge, Learning, and Capacity Building.** Provides training (face-to-face, distance-learning, and e-learning) and builds capacity to design, implement, and sustain communication interventions.
- **Public Opinion Research.** Conducts opinion research at national and global levels to improve project design and provide input to development policies and strategies.
- **Partnership Building.** Partners with communication teams in bilateral and multilateral organizations, international financial institutions, UN agencies, and foundations to harmonize efforts in making communication a central pillar of development.

Website: www.worldbank.org/developmentcommunications

phase will help make strategic decisions about which communications channels and products will best assist communications with stakeholder audiences. IFC, World Bank Group, and other donor projects may want to share the results of their audit with the World Bank’s DevComm Division to prevent duplication of effort and assist other practitioners who may need this data in the future.

Possible Channels

- | | |
|-------------|-------------------|
| TV | Websites |
| Radio | Email |
| Periodicals | Blogs |
| Books | Meetings |
| Brochures | Workshops |
| Billboards | Seminars |
| Posters | Street gatherings |
| Videos | Word of mouth |

Table 3.8 provides an example of how to document a *Communications Audit*. This sample assessment was used in USAID’s Armenia Tax Improvement Project to select the channels that would be used to deliver specific messages to taxpayer audiences.



3.3. Refining Reform Intent

Using the *Stakeholder Analysis* as an input, it is useful to *define* or *refine* reform objectives in simple language that can be presented to outside audiences. This can be documented in a short *Project Overview Document* or fact sheet. Defining

Table 3.8: Communications Channel Assessment: Armenia Tax Improvement Program

Channel	Pros	Cons	Recommendations
Television	<ul style="list-style-type: none"> • Wide reaching—TV penetration in Armenia is close to 100 percent • Two national TV channels—H1 and Armenia TV provide 30 percent of coverage in Yerevan and 60 percent of coverage across Armenia • Free to the public 	<ul style="list-style-type: none"> • Cost: expensive • Resource intensive to produce advertising, documentaries, or targeted TV programs • Shant TV channel viewed as popular among opposition, but is not favored by the government 	<ul style="list-style-type: none"> • Has limited use in specific campaigns • Should be used in conjunction with other less-expensive communications vehicles, as a part of integrated marketing or information campaign
Radio	<ul style="list-style-type: none"> • Cost: inexpensive • FM stations with specific listener groups offer better segmentation and targeting opportunities • Free to the public 	<ul style="list-style-type: none"> • Only 11 percent of the population in Armenia receives information via radio channels 	<ul style="list-style-type: none"> • Appropriate for reaching specific segments in initiatives such as the “Pay Your Taxes” campaign • Most effective when used in conjunction with TV channels
Periodicals: Newspapers and Magazines	<ul style="list-style-type: none"> • Cost: inexpensive • Provides ability to place larger materials and articles • Extensive readership within government circles and in high-influence groups • Assumptions can be made regarding readership without hard data • Cost to users/taxpayers 	<ul style="list-style-type: none"> • Readership is low and circulation size is small—limited to 4,000 readers per newspaper • Limited reach as a result of small circulation • Lack of audience information for individual publications leads to difficulties in reaching specific segments 	<ul style="list-style-type: none"> • Most appropriate for reaching secondary target audiences, such as government organizations or academics
Printed Materials: Books, Brochures, and other	<ul style="list-style-type: none"> • Format allows dissemination of content-heavy legislative information • Familiarity with vehicle—extensive prior use by tax administration • Cost to users/taxpayers (in some instances) 	<ul style="list-style-type: none"> • Cost: expensive • Large booklets are resource-intensive to produce • Printed materials rapidly become outdated • Previously used formats need to be updated and reviewed 	<ul style="list-style-type: none"> • Further studies for print runs needed to avoid over-production and save on costs • Focus groups needed to review formats and usage

Source: Julie Cline and Tatiana Jeromskaia, Booz Allen Hamilton Strategic Communications

and refining objectives is a part of the overall project design, but explaining those objectives in a document that can be easily distributed and understood can be quite helpful at this stage. Traditional project briefs that are highly technical are important for internal audiences, but usually not suited to external audiences.

The exercise of crafting and vetting a *Project Overview Document* helps to articulate the project purpose, develop core messages, and set expectations with external groups and partners. The end product is a platform for future communications products and a convenient “leave-behind” for meetings and events. But the exercise also helps to:

- **pin down initial messages** about reform and clarify what the project will and will not do (key messages will be reviewed in more detail in a later phase, but it helps to produce several high-level messages at the start);
- **articulate**—and ensure that all partners can articulate—the project’s intent, purpose, and vision, narrowing its scope and clarifying how the project intends to reach its goals; and
- **set partner expectations** regarding communications efforts as well as partner roles and project scope, duration, and goals.

In this document, the team answers basic questions about the reform effort, including: What is the nature or scope of the reform? Why is it important? Who is involved? Where and how will the reforms occur? When will the effort occur? Answers to these questions should be clear and simple, and should avoid development jargon. For instance, “improving the investment climate” should be presented in language that shows tangible impacts, such as “more jobs” or “making loans available to small businesses.”

Once the document is written and reviewed internally, the team may want to share it in draft form with relevant external partners and solicit feedback. While it may remain a “draft” until the *Develop* phase, when the project team designs the more focused and audience-specific messages of the communications campaign, it is a good idea to distribute this version to relevant parties including project staff, partners, and key stakeholders. The *Project Overview Document* may be useful in explaining a broader reform program associated with the project and showing the relationships between its various projects and components. If the project is complex

Creating a Project Overview Document

- Conduct brainstorming session with staff to refine reform purpose and define key messages.
- Draft a Project Overview Document and share internally for comment.
- Share overview in draft form with partners and key stakeholders and solicit feedback.
- Incorporate feedback.
- Distribute to facility and partner staff so they are able to articulate the reform purpose with clarity and echo its key messages.



See Annex for Template!

Box 3.5: Project Overview Outline

1. **Overview.** Describes the reform, its goals, and expected outcomes.
2. **Expected Benefits.** Explains, in practical terms, who will benefit from the changes and why.
3. **Partners.** Outlines key government and non-government partners.
4. **Scope.** Indicates program components, the nature of the reform (legislative or process), how the reform will occur, and where its impact will be felt (local, national, etc.).
5. **Timing.** Describes project timeline, estimated reform timing, and how long before benefits take effect.
6. **Contacts.** Provides names and contact information of relevant project staff.

and has many components or is related to other donor projects, other specialized briefs can accompany the main document. Finally, if the project is building a website, the language of this document should be consistent with the web content.

Box 3.6: Diagnose Phase Exit Checklist

Have you:

- Assessed the political and public agendas in your environment to identify relevant intersections with your BEE reform initiative?
- Identified and categorized your stakeholder groups?
- Surveyed stakeholders to understand their perspectives and requirements to achieve support?
- Evaluated all communications channels and identified reliable mechanisms for use in your reform project?
- Ensured relevant government officials are aware of the need for reforms?
- Achieved political support/authority for project to begin? If you have not yet secured broad-scale support, do you have the approval to initiate the project study?
- Identified relevant institutions to serve as project partners/advisory team?
- Introduced the reform topic to the media?

Chapter 4.0: Design an Engagement Strategy

Design

Key Questions:

- Who is critical to reform efforts?
- What is the outcome we want to achieve?

Activities

- Set goals and prioritize stakeholder groups
- Determine engagement approaches
- Define measures of success
- Document the Engagement Strategy

Outputs

- ✓ Engagement Strategy

“We found in our Value-Chain Analysis projects that the process to engage government clients and local stakeholders itself was as important as the [technical solution] and will be even more so in the upcoming implementation stage. To most of us, it is also a bigger challenge than preparing analytical outputs, since it takes lots of time, persistence and, sometimes, a humble attitude.”

— Xiaofeng Shen, Program Manager, IFC
Private Enterprise Partnership China

In this phase, the project team defines which stakeholders to engage and how. All BEE projects engage stakeholders in some way—whether through diagnostic consultations and working groups or through conferences. But many do not *strategically* plan and sequence those activities to achieve *specific* goals. Although many engagement activities can be useful, a strategy helps the project team to envision who must be engaged and how that will advance reform goals. The overarching purpose of engagement and communications is to move stakeholders to a position of support for reform and to build the ownership necessary to make reform last.

In *Design*, the project team will set engagement goals, prioritize stakeholder groups, determine engagement approaches, and measures of success. The chief output of this phase is:

- **Engagement Strategy.** Identifies goals, prioritizes stakeholders, and determines methods for engaging and communicating with stakeholder groups throughout the project lifecycle.

Phase Questions	Prerequisites
<p>What are the engagement goals and how can the project influence the behavior and perceptions of specific audiences?</p> <p>What change—How does the stakeholder landscape need to change in order to enable reform?</p> <p>Who offers the best ROI—Which stakeholders need to be engaged to advance reform goals? Which ones will provide the best return on investment of time and resources?</p> <p>What purpose—What are the goals of engagement? Raise awareness, inspire action, change mindsets?</p> <p>How—What is the best way to collaborate with allies and supporters to achieve those goals?</p>	<p>Task lead identified. It is advisable that one individual be responsible for overseeing strategic communications efforts.</p> <p>Diagnose phase completed. A strategic approach is not possible without a Stakeholder Analysis and Communications Audit.</p> <p>Internal and external advisors identified. It is helpful to form an “advisory group” of partners willing to review engagement and communications strategies, plans, and products going forward.</p>

Figure 4.1: Design Phase Timing

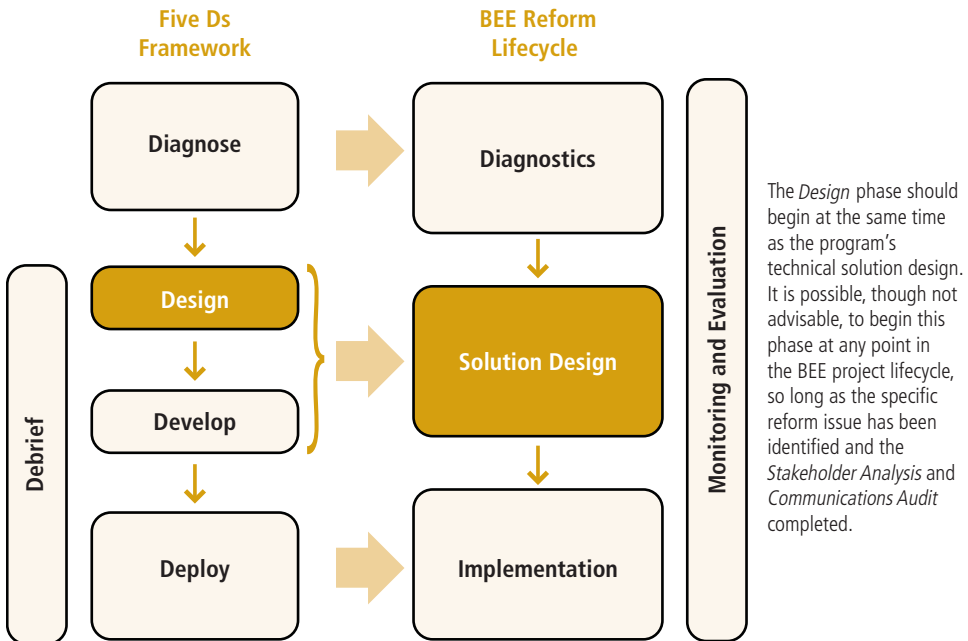
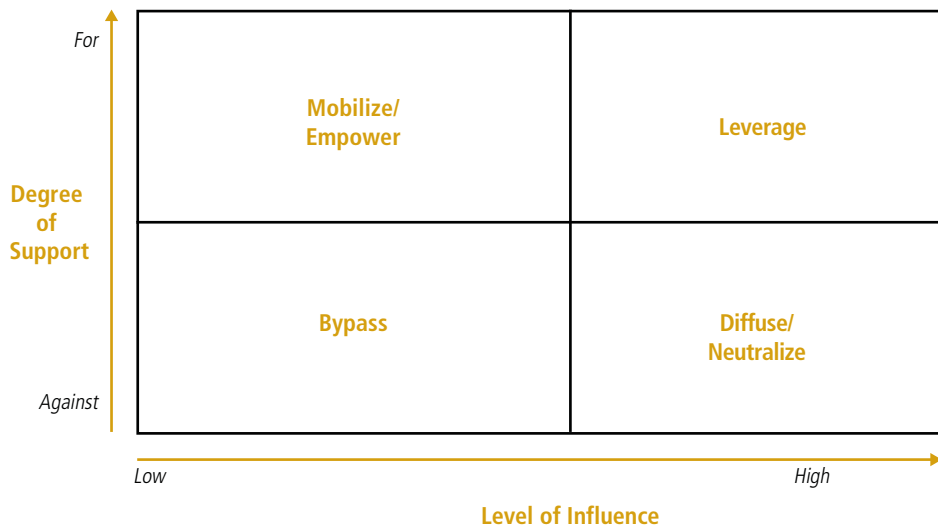


Figure 4.2: Stakeholder Map

4.1. Setting Overarching Goals

The project team will first want to identify overarching goals for engagement that support overall reform objectives.¹² These goals form the backbone of the strategy and tactics that will follow, and should be considered part of the overall design of a technical solution.

In setting goals, the team considers which stakeholders are critical to the project, and which ones are most easily moved from one quadrant to another within the stakeholder map (see Figure 4.2). For instance, some stakeholders may, with little investment, move into a highly supportive or active role, while others may never increase their support no matter how robust the effort. Effective goals address:

- How to *leverage* the existing stakeholder landscape

Box 4.1: Illustrative Engagement Goals

- Influence and win support from a narrow group of key decisionmakers to approve policy, new legislation, or new processes.
- Promote the government's approach to potential investors.
- Keep external stakeholders informed on implementation progress.
- Co-opt potential adversaries through negotiation.



Source: Adapted from Adam Smith International. 2004.

¹² For a more in-depth discussion on communications and engagement goals, see Daniele Calabrese. 2002.

- How to *change* that landscape in a way that addresses the most strategic and critical stakeholders.

The stakeholder map—introduced in Chapter 3 and depicted in Figure 4.2—is not static in BEE reform. The landscape can be changed to support reform through planned stakeholder engagement.

For the purpose of goal-setting, stakeholders can be grouped into broad categories as general as “the private sector,” or they can be more specific, such as “high-level policymakers” or “the president.” The more specific the stakeholder groups, however, the greater the team’s ability to tailor its tactics.

For instance, in Bangladesh, the IFC-SouthAsia Enterprise Development Facility (SEDF) and the Foreign Investment Advisory Services (FIAS) teams launched a broad private sector development program to support establishment of special economic zones and the reform of six administrative barriers to development.

They conducted an in-depth stakeholder assessment and set four high-level goals for engaging stakeholders:

- Catalyze private-sector demand.
- Strengthen the lobby of business associations, civil society and partners.
- Mobilize policymakers for reform.
- Communicate implementation to bureaucrats.

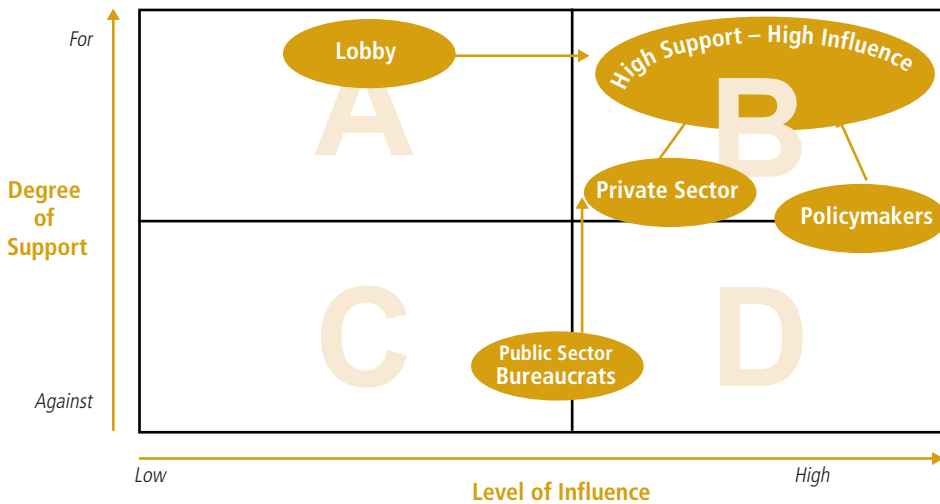
The goal of “strengthening the lobby” (moving the lobby of business associations from stakeholder quadrant A to B) was to be achieved through a combination of initiatives, including capacity-building, creating an advocacy coalition, and strategic communications. Strategic communications efforts were designed to support members of the lobby by building their communications capabilities and collaborating with them on targeted public relations activities.¹³

One way to visually present goals is to show the desired change in stakeholder landscape on a stakeholder map. This representation provides a quick overview of big-picture goals. SEDF’s four high-level goals are illustrated in Figure 4.3.

4.2. Determining Engagement Approach

A review of engagement approaches may help the project team determine its strategy. The team needs to ask: which stakeholders are the *most strategic choices* to engage? Some stakeholders may, with little investment, move into a highly active or

¹³ *Ibid.*

Figure 4.3: Illustrative Map of SEDF Goals**Case Snapshot 4.1: Goal-Setting Includes Trade-Offs in Ukraine**

IFC's BEE Policy Project in Ukraine set a goal to "Get president's support to give priority status to the [Business] Permit Law." This goal was achievable. The project team discerned that, given the political context following the 2004 Orange Revolution, engaging President Victor Yushchenko would bring the greatest return on investment. Engaging such a high-level official was appropriate because he could be influential in passing the law. Once the law was passed, the president would not be a likely candidate for engagement during implementation.

By focusing on engaging stakeholders to pass the law, the project made a trade-off: it did not engage stakeholders critical to implementing the law. Given resource and time constraints, this may have been a compromise the team was willing to make. The lesson this case highlights is not that project teams should commit to engaging every possible stakeholder at every point in time, but that the project team must carefully review the stakeholder landscape to design a balanced approach that most effectively engages the right people at the right time. Sometimes, that may involve trade-offs and compromises.

Source: See full Case Study in Part II.

supportive role, while others may never increase their support no matter how robust the effort. The aim is not to engage every stakeholder, but rather to:

- consciously analyze each stakeholder group;
- identify the most strategic and critical stakeholders; and
- ensure alignment with goals.

The location of stakeholders within the stakeholder map can change as a result of factors such as power shifts, macroeconomic conditions, timing, or political events. Georgia, after the Rose Revolution in 2003, is one example in which a dramatic shift

in the landscape enabled significant reforms. The “government” stakeholder group moved from “low support” to “high support” when a government that championed reform was elected to replace a highly controlling one with economic policies rooted in their Soviet past.

The landscape can also change through planned stakeholder engagement: for instance, USAID’s Doha Project in Ethiopia moved the Council of Ministers from “Adversaries” to “Allies” through consultation, education, and media pressure.¹⁴ This approach changed the balance sufficiently for the government to take the first official step toward World Trade Organization (WTO) accession. In Uzbekistan, the goal of the IFC BEE Policy Project was to increase SME influence in *implementing* inspections procedures through education. By educating SMEs about proper procedures through a detailed and well-distributed inspections brochure, SMEs gained influence and moved from “Potential Partner” to “Ally.”¹⁵

In Romania, USAID’s Enterprise Development Strengthening (EDS) program team recognized the country’s banking sector as a likely opponent of microfinance reform. Their engagement strategy was to reduce that sector’s opposition to the proposed reform (move them up the “Support” axis), as well as its ability to block the effort (move them leftward on the “Influence” axis). The team concluded that the banking sector as a whole was unlikely to support development of a microfinance policy. Many banks thought that allowing microfinance development would introduce more competition into the banking industry.

Gaining the entire sector’s support was not deemed to be a realistic goal, but increasing support from specific banks through engagement was. The team decreased the sector’s resistance and influence by gaining support from several major banks. They essentially split the sector in two, as depicted in Figure 4.4. They recruited leadership within major banks, including the Central Bank of Romania, to educate peers on the benefits of supporting microfinance policy development for their own business interests. These influential banking sector participants then communicated the reform message directly to peers in the banking industry, convincing a number of other banks not to impede the reform.¹⁶

4.2.1. *Prioritizing Stakeholders*

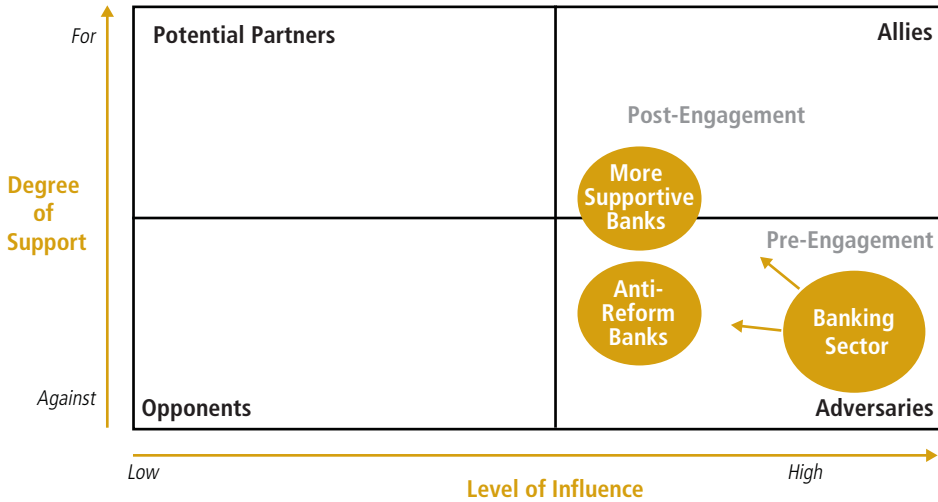
All stakeholders cannot and *need* not be engaged with the same level of urgency or at the same time in the project lifecycle. Because priorities will change, there is fluidity in both criticality and timing. *How* critical something is and *when* it is critical

¹⁴ See Part II for full Case Study.

¹⁵ *Ibid.*

¹⁶ William Seas, EDS Chief of Party for CHF International and Associate, Booz Allen Hamilton.

Figure 4.4: Romania EDS—Stakeholder Movement



Box 4.2: Engagement with Potential Partners

High Support/Low Influence

A	B
C	D

Stakeholder Quadrant A is largely comprised of potential partners who support the reform but are not influential. They may have a vested interest in the reform’s success, but are too weak or dispersed to influence the outcome. SMEs often fall into this category.

Options	Risks of Not Acting
<ul style="list-style-type: none"> • Increase understanding to enable implementation (e.g., give them information about their legal rights) • Motivate to become more active supporters (e.g., showcase impact of similar reforms elsewhere) • Empower and mobilize—move to Quadrant B (e.g., build capacity or organize as a group so they can collectively lobby for change) 	<ul style="list-style-type: none"> • Lack of awareness leads to ineffective implementation • Potential ally is lost • Adversaries may use a lack of activity to claim that the group does not support the reform

Case Snapshot 4.2: Building a Voice for Montenegro’s Entrepreneurs

The legacy of a closed economy followed by civil war had left business owners with little voice or influence in Montenegro. Moreover, after decades of intimidation and government control, entrepreneurs were afraid that by speaking up for themselves, they were putting themselves at risk. In 2002, the Montenegro Business Alliance (MBA) was formed to engage business owners, identify their needs, and leverage their voice to rally for reform. Through the MBA, this high support/low influence group of stakeholders became less fearful and more motivated to advocate for reform. Their more active approach and unified voice increased their influence, and they became a critical driver of the BEE reforms—such as a reduction of the corporate tax from 15–20 percent to a flat 9 percent—that are positioning Montenegro as one of the region’s most investment-friendly countries.

Source: See full case study in Part II.

Box 4.3: Engagement with Allies

High Support/High Influence

A	B
C	D

Quadrant B usually represents allies who support reform and are influential, but are not always active in promoting reform. They have an interest in the reform’s success, but may also have strong opinions on technical or operational aspects. High-level officials can fall into this box, especially if the reform’s successful passage or implementation will build their political reputation.

Options	Risks of Not Acting
<ul style="list-style-type: none"> • Cultivate champions by increasing level of activity (e.g., make it easy for them to advocate by providing them with facts and figures and with opportunities for visibility and acknowledgement) • Partner with ally for mutual gain (e.g., work closely with a business association or an NGO focusing on similar issues) • Ensure buy-in by building consensus (e.g., hold consultative meetings with all key stakeholders) • Leverage allies to expand supporter and audience networks (e.g., participate in their events, use their distribution lists to reach larger audiences) • Build support of groups near median (e.g., convince undecided groups of reform benefits through facts and statistics—show them how/why the reform will benefit them, or how/why it will not adversely affect their interests) • Build ownership and encourage increased level of activity (e.g., give credit to allies and provide opportunities for visibility) 	<ul style="list-style-type: none"> • Potential influential champion is lost • Lack of coordination leads to duplication of effort • Lack of involvement brings tensions on technical aspects of proposed reform • Information does not reach critical audiences (especially after reform approval and during implementation)

Case Snapshot 4.3: Cultivating Champions for Alternative Dispute Resolution in Pakistan

IFC’s effort to introduce Alternative Dispute Resolution (ADR) mechanisms in Pakistan had been moving slowly since the project’s launch during a full-day conference in August 2005. Although some stakeholders were engaged initially, there was not enough support from critical players—such as the Ministry of Law—to enable the changes necessary for the ADR system to be adopted. IFC then began to cultivate champions among influential stakeholders—including a former chief justice of Sindh High Court, the Attorney General, and a High Court judge. These high support/high influence stakeholders took the lead on explaining the benefits of ADR to their peers in both the business and legal communities. With the help and support of these champions, IFC established a high-profile Advisory Board for its ADR center, chaired by the former chief justice, which included representatives of the business community as members.

In addition, the former chief justice appealed directly to the judiciary to institute ADR mechanisms, bypassing the need for legislative change. The businessmen piqued the interest of the business community by explaining to their peers the benefits of ADR in terms of both cost and efficiency. Their stature and influence carried enormous weight among the audiences they reached out to. As a result, the ADR effort was able to get off the ground.

In February 2007, the first ADR center opened in Pakistan, with four staff members and 18 internationally accredited mediators given full authority to mediate disputes that would otherwise languish for years in overburdened courts.

Source: Navin Merchant, Program Manager, Alternative Dispute Resolution, IFC PEP-MENA.

Box 4.4: Engagement with Opponents

Low Support/Low Influence

A	B
C	D

Quadrant C represents opponents who may want the reform to fail, but who lack the influence to derail it. They may represent an industry that stands to lose from reform, but that is not well organized, or bureaucrats who stand to lose income from unofficial payments. It may not be necessary to engage these stakeholders, but the project should be aware of their existence and periodically gauge whether their resistance or influence has grown.

Options

- Diminish resistance by raising awareness (e.g., educate stakeholders about benefits of reform, but also recognize costs to specific stakeholder groups)
- Reduce resilience by showing strength of pro-reformers (e.g., ensure awareness of pro-reform movement’s successes and activities to discourage efforts to organize)
- Monitor changes in influence or resistance levels (e.g., keep an eye on opponents that seem disparate and weak as they may unify and gain strength)

Risks of Not Acting

- An opportunity is missed to create supporters by dispelling misconceptions
- Influence or resistance could increase and unexpectedly derail reform

Case Snapshot 4.4: Bypassing Opponents in the Philippines

A multi-donor procurement reform effort in the Philippines had recognized government contractors as a potential opponent to reform. Both the contracting companies that aided corrupt practices, and the government officials who benefited from those practices, stood to lose from a reform of the country’s government procurement laws. Procurement Watch, an organization created to support the reform effort, and the reform team launched an intense strategic communications effort to mobilize and steamroll sizeable pockets of resistance that had derailed a similar effort just a few years prior. Their analysis of stakeholders found that although those contracting companies were large and plentiful, and likely had resources to spend, they lacked a unified voice. The reform team was able to bypass this opponent and focus on other stakeholders because it lacked the unity and strength—or rather, the influence—to block the effort.

Source: J. Edgardo Campos, Lead Public Sector Specialist, World Bank, Washington, D.C.

can shift, depending on various factors and events related to the reform.

For instance, in Bangladesh, the IFC FIAS private sector development program included both economic zone development and administrative barrier reforms. A number of stakeholders were common to all the reforms, but how critical they were to the efforts depended on timing. Some stakeholders were recognized as influential in policy-level decisions (such as

Criticality and Timing

- What is each stakeholder’s criticality to the reform’s success?
 - What is their ability or willingness either to contribute to reform success or to change their level of influence, degree of support, or level of activity to achieve the reform?
 - What is their ability or willingness to impede reform success?
- When in the reform timeline is it important to engage each stakeholder group?

Box 4.5: Engagement with Adversaries

Low Support/High Influence

A	B
C	D

Quadrant D represents possible adversaries who may pose a serious impediment to the reform. They may have an entrenched interest in the status quo and stand to lose significantly—whether financially or in terms of power. They may simply be resistant to change. Groups in this category may include agencies that stand to lose clout, professional associations, or the opposition party.

Options	Risks of Not Acting
<ul style="list-style-type: none"> • Increase support/decrease opposition (e.g., create divisions within the group to reduce strength, educate to confront misperceptions) • Decrease influence by diminishing credibility (e.g., expose by releasing damaging information) • Confront by exposing vested interests (e.g., focus media attention on interests and/or corrupt practices) • Co-opt, weaken, or neutralize (e.g., educate to confront misperceptions, compensate for potential losses, take legal action) 	<ul style="list-style-type: none"> • Reform effort delayed or stalled • Reform derailed through obstruction or lack of implementation • Adversary gathers enough strength to reverse reform successes • Opportunity to dispel misconceptions missed

Case Snapshot 4.5: Co-opting a Potential Adversary from Day One in China

In China, IFC’s Sichuan Value Chain Analysis (VCA) project was reviewing three sectors: pork, electronics and tourism. In a context with tight government controls, the project knew it was critical to first get support and commitment from relevant provincial government stakeholders. In order to get the project off to a good start, the IFC team successfully persuaded high-level officials to become involved in the process:

- The team insisted on receiving a letter of request from the Deputy Governor to officially initiate the VCA projects before even starting. This letter played a key role in mobilizing the government stakeholders in the cooperation.
- The team urged the Deputy Governor to designate an official steering committee with senior representatives of ten government agencies responsible for the three sectors. The committee met regularly to supervise the progress of the project at every stage, and was asked to provide trouble shooting assistance whenever needed.

By involving these critical stakeholders in the process from the very start, the VCA project “hedged its bets” by ensuring support from critical government stakeholders who could possibly have become major adversaries had they not been involved.

Source: Xiaofang Chen, Program Manager, IFC PEP-China.

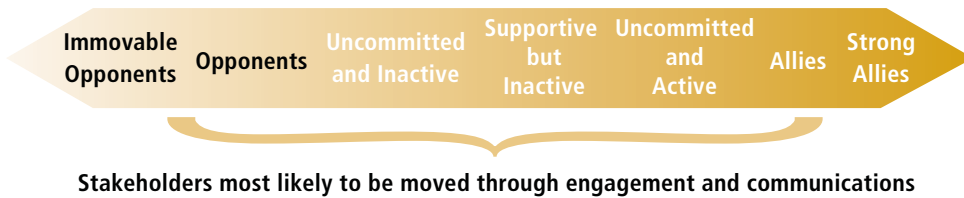
the National Board of Revenue, in any customs-related reform), while others were influential on the implementation level (such as clerical staff of agencies who could resist implementation).¹⁷ One way to evaluate criticality is to consider where within the “Stakeholder Spectrum” (see Figure 4.5) a given stakeholder would fit, given the expected benefits of engagement.

¹⁷ 2006. “Assessing and Addressing Stakeholder Interests in Private Sector Development Reform.” IFC. Dhaka, Bangladesh.

Table 4.1: Illustrative Stakeholder Priority Table

Stakeholder Group Illustrative groups for environmental clearance certificate reform	Criticality to Reform Success Ability/Willingness to Impede OR Contribute to Reform Success (High, Medium, Low)				
			Implementation		
	Diagnostic	Design	Pre-policy change	Post-policy change	Monitoring and Evaluation
Dept. of Environmental Divisional Offices	Medium	Medium	High	High	Medium
Inspectors/Chemists	Low	Medium	High	Medium	Medium
Local Communities	Low	Low	High	Medium	Low

Figure 4.5: Stakeholder Spectrum



Source: Adapted from Benjamin Herzberg and Andrew Wright, Public-Private Dialogue Handbook: a Toolkit for Business Environment Reformers.” World Bank Group, DFID, and OECD.

The project team may then want to map each group’s priority level against the project timeline on the Stakeholder Priority Table (Table 4.1) where priority levels are assigned as follows:



- **High Priority.** Highly beneficial to plan for an *intense* level of engagement.
- **Medium Priority.** Beneficial to plan for *some* level of engagement.
- **Low Priority.** No tangible benefits from engaging that stakeholder.

4.3. Choosing Methods

The project team can begin to define *how* stakeholders will be engaged by associating stakeholders with types of engagement at different project phases. There are four commonly recognized types of engagement described below. This example represents a traditional view of communication, which focuses on “one-way” information flows. Strategic communications goes beyond “one-way” information to encompass all four types of engagement:

- **Communication.** Mainly a one-way transfer of information from government, partners or the project team counselors to the stakeholder audience.
- **Consultation.** A two-way process in which participants in consultation expect their views to be heard and taken into account.
- **Negotiation.** A two-way process in which both groups expect mutually binding results as the outcome.
- **Participation.** A form of engagement where both sides expect to participate actively and are committed to win–win outcomes. Participatory approaches often have longer-term and broader perspectives than negotiation.¹⁸

Case Snapshot 4.6: Communication and Consultation in Ethiopia Gains Buy-In

When USAID’s Doha Project for WTO accession and reforms encountered resistance from the Council of Ministers, which declined approval of a memorandum critical to the accession process, it launched a strategic communications effort to address the issue.

Goal—Increase the government’s stake in WTO accession and related reforms

Priority Stakeholder—Ministry of Trade and Industry (MoTI) and key government officials

Engagement Type—Communication and consultation with the purpose of gaining buy-in and increasing pressure for support. Consultation (via one-on-one conversations and seminars) enabled the team to understand the sources of resistance and reduce that resistance through education, while communication (via fact sheets, media coverage) enabled the team to dispel myths and increase pressure for support by associating the government with the success or failure of WTO accession and reforms.

See full Case Study in Part II.

Stakeholder engagement is most effective when designed holistically—in an integrated manner with other project activities—but actual engagement activities occurs through a variety of venues and mechanisms. These include a combination of strategic communications with those other mechanisms, such as public private dialogue, informal working groups, track-two initiatives, and other techniques that have been explored in detail in existing World Bank Group publications. For examples, see “Stakeholder Engagement: A Good Practice Handbook for Companies Doing Business in Emerging Markets” and “Public–Private Dialogue Handbook: A Toolkit for Business Environment Reformers.”¹⁹

Strategic communications helps put all the pieces of the engagement puzzle together. It provides an integrated framework detailing how stakeholders will be engaged. By planning and conducting activities related to different types of engage-

¹⁸ Adam Smith International. 2004.

¹⁹ <http://www.publicprivatedialogue.org/tools/PPDhandbook.pdf>.

ment in a holistic way, the project team can avoid situations in which it is duplicating efforts, unaware of each other’s efforts, or working at cross-purposes.

The Engagement Matrix in Table 4.2 is a tool the project team may use to match stakeholders with the types of engagement they intend to pursue. Drawing on both the Stakeholder Priority Table and documented engagement goals, this table can be populated with general or specific stakeholder groups, and the same stakeholder may appear multiple times within the matrix.



Table 4.2: Engagement Matrix

	Types of Engagement			
Stage in BEE Lifecycle	Communication <i>One-way information flow</i>	Consultation <i>Two-way information flow</i>	Negotiation <i>Increasing control over decision-making</i>	Participation <i>Transfer of control over decisions and resources</i>
Diagnostics				
Solution Design				
Implementation				
Monitoring & Evaluation				

Source: Adapted from World Bank Labor Relations Toolkit, World Bank Group

Case Snapshot 4.7: Consultation and Negotiation in Colombia’s Labor Reform

Colombia’s far-reaching labor reforms, passed in 2002, were deeply political and generated intense opposition from strong and powerful interest groups. Formal sector workers with the most to lose from the reform were vocal and active in their opposition, but fierce opposition also emerged from other organized players who benefited from the status quo: unions, unionized blue-collar workers, members of congress, mayors, state governors, and other career politicians. Other powerful opposition groups were also mobilized, including the teachers’ union, university students, and pensioners. Meanwhile, the main beneficiaries of the reform, the unemployed and informal workers, were too dispersed and too weak to lobby effectively for reform.

Managing the opposition required slowly building consensus through consultation and negotiation. The government established a “discussion table” in 2000 with representatives from key groups—government, labor unions, business federations, political parties, and academia. Initial discussions were contentious and confrontational, and agreeing on a diagnosis and solution proved challenging. The reform team presented the underlying economic analysis and empirical evidence, but selling the story proved difficult and interest groups rejected the evidence.

A group of technocrats persisted in consultations, gradually building awareness and exposing key players to reform ideas. Their effort resulted in a compromise solution. Many original proposals remained intact; however bargains were reached on two of the most controversial elements of the reform package:

(Continued on next page)

Case Snapshot 4.7: Consultation and Negotiation in Colombia's Labor Reform (Continued)

- Payment on payroll-related taxes (that benefited the opposition) was made more flexible rather than reduced
- A provision for deepening the "salario integral," an instrument that allows employers to hire workers under a contract that does not oblige them to pay certain non-wage costs, was removed

Although the reform package did not directly compensate losers, it did include a host of broader social protection measures to offset the consequences. Colombia's experience illustrates that it can take years of consultation, negotiation, and slowly "selling" a reform until an initiative actually gains the momentum it needs to be passed.

Adapted from Sunita Kikeri, Thomas Kenyon and Vincent Palmade. 2006, "Reforming the Investment Climate, Lessons for Practitioners." IFC, Washington, D.C.

4.4. Defining Measures of Success

Evaluating overall effectiveness of stakeholder engagement begins with defining what will constitute "success" *before* the strategy is put into action. A full discussion of how to measure and evaluate success is provided in the *Debrief* phase, but the project team will want to review and define success indicators, design the evaluation approach, and include that approach in its *Engagement Strategy*.

Before evaluating contribution to reform, the team must determine whether it succeeded in meeting its engagement goals. Once the team has assessed whether those goals were met, they can begin analyzing whether and how well engagement contributed to the reform effort.

Box 4.6: Illustrative Measures and Evaluation Methods

Regulatory Simplification

Measure: Increased support in parliament achieved through consultation and communication in partnership with business associations.

Method: Document behavior and public statements before and after engagement.

Investment Policy and Promotion

Measure: Public resistance to trade agreement diminished through increased understanding of benefits.

Method: Compare surveys or focus groups conducted as part of stakeholder analysis to post-project surveys.

Industry-Specific Reforms

Measure: Regulatory agencies display increased support by actively participating in consultative process.

Method: Compare baseline perceptions and levels of activity documented in stakeholder analysis to post-project perceptions/activity.

ADR—Commercial Mediation

Measure: Resistance of lawyers' association members to ADR implementation decreased.

Method: Compare baseline level of resistance documented in stakeholder analysis to post-engagement degree of resistance/support of both association and individual lawyers.

Sub-National Doing Business

Measure: Awareness of one-stop shops leads to 50-percent increase in business permits issued.

Method: Compare number of business permits issued before and after one-stop shop launch and outreach efforts.

Although aiding the overall reform effort is the primary goal of engagement, segmenting discrete measures of success helps the project team evaluate first whether engagement efforts were successful and then whether they were effective in enabling reform.

See Chapter 7 to assist in designing an evaluation approach and identifying appropriate performance indicators.

4.5. Documenting the Engagement Strategy

The *Engagement Strategy* incorporates the activities conducted thus far into a single document: setting engagement goals, prioritizing stakeholders, determining what types of engagement to employ in each project phase and when, and defining measures of success. In addition, the strategy defines roles and responsibilities for engagement efforts.

The goals of the *Engagement Strategy* will also inform specific communications objectives to be defined in the *Communications Plan* in the *Develop* phase in Chapter 5. Those objectives are more focused and audience-specific. They outline the exact behaviors that communications efforts aim to achieve from whom.

Strategy Design Tips

- There are many mechanisms for engaging stakeholders, such as public–private dialogue. It is useful for the strategy to define what mechanisms will be used, how they relate to one another, and where to collaborate.
- Strategy design works best when partners are involved in brainstorming and conceptualizing. This adds value, increases ownership, and may strengthen collaboration during implementation.
- Some partners may be well positioned to implement specific segments of the strategy. The strategy should identify who is responsible for completing each element or segment.

Box 4.7: Engagement Strategy Outline

- 1. Overview.** Describes the overall engagement approach and its expected benefits to the reform effort.
- 2. Goals.** Outlines the three to five engagement goals accompanied by a narrative on why those goals were chosen, as well as why each specific goal will enable the reform effort.
- 3. Partners and Champions.** Describes which partners will be involved in implementing the strategy— as either task leaders or in a support capacity—and identifying any champions that the project intends to cultivate.
- 4. Priority Stakeholders and Timing.** Describes which stakeholders will be critical to reform success during which project phase.
- 5. Engagement Approach.** Describes what types of engagement will be used with which stakeholders and what mechanisms will be used to implement the approach.
- 6. Roles and Responsibilities.** Outlines the project’s role in implementing the strategy and delineates the partners who will take ownership of distinct segments of the approach.
- 7. Evaluation Approach.** Documents the expected outcomes of the strategy and the evaluation methods, and assigns responsibility for defining measures of success, collecting baseline data, and conducting evaluation activities.
- 8. Contacts/References.** Lists contact information for appropriate stakeholders and for any individuals or organizations that will be involved in implementing the strategy.



See Annex
for Template!

Box 4.8: Design Phase Exit Checklist

Have you:

- Identified key allies and potential partners to facilitate engagement efforts going forward?
- Developed your *Engagement Strategy* with your entire project and technical teams? Presented the strategy to those not involved in development? Gained their buy-in?
- Presented your engagement strategy to your partners/advisory team?
- Requested input and feedback on your strategy from partners or allies?
- Consciously built strong working relationships with your partners through strategy development and review?
- Identified potential champions within your strategy?
- Reached agreement on who among your partners will take responsibility for different aspects of the strategy?
- Identified allies, opponents, and greatest potential adversaries in the reform effort?
- Determined any outside consultants who will be used in engagement efforts or in developing or delivering communications materials?
- Identified measures of success and defined how success will be evaluated?

Chapter 5.0: Develop a Communications Plan

Develop

Key Questions:

- What tools and tactics are most appropriate to reach target audiences?
- What is the best timing for activities?

Activities

- Identify priority audiences and targeted messages
- Identify delivery vehicles and messengers
- Develop timing and sequencing of activities
- Document the Communications

Outputs

- ✓ Communications Plan

“Take-away messages must be culturally sensitive, memorable, and concise. For example, in Brazil’s land reform program, opinion polls among the affected population indicated that framing the issue merely as a land reform measure is perceived as turning a deaf ear to what people were most concerned about—livelihood and health. Thus, the land reform program needed to show the linkage between land reform and the issue of livelihood and health. Only when the communication campaign articulated this linkage were people willing to listen.”

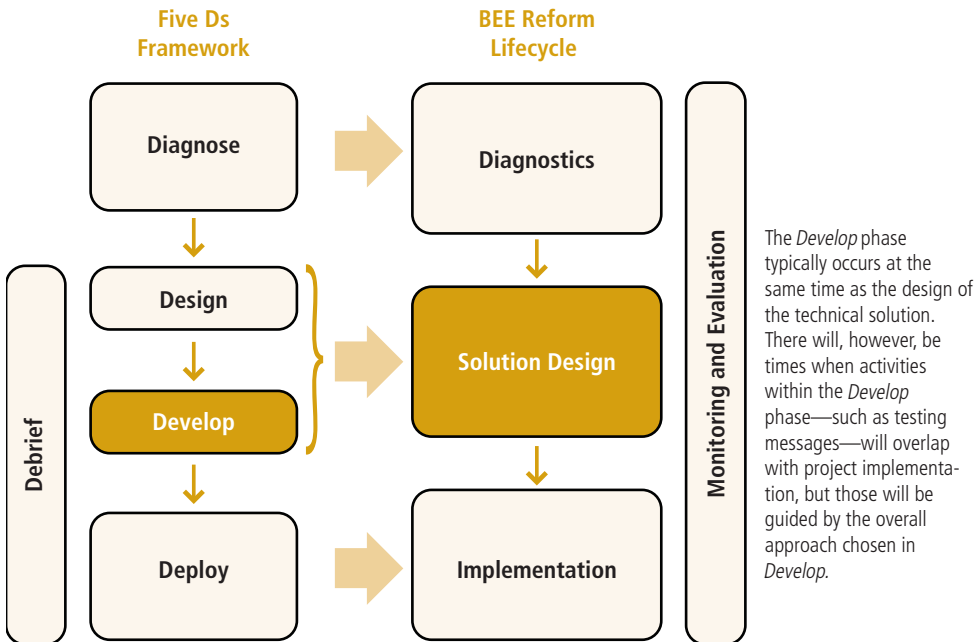
— Cecilia Cabañero-Verzosa and Paul Mitchell in
“Communicating Economic Reform”

In the *Develop* phase, the team creates the action plan that will guide the communications activities and campaign throughout the project. While communications and stakeholder engagement may have occurred at some level prior to this phase, a detailed tactical plan rooted in strategic goals should guide the team going forward. The plan, which the team should develop in collaboration with clients and partners, builds on overarching reform goals and the engagement strategy. Messages are developed and tested so that, as in the example quoted above, they resonate with target audiences. It ensures that three elements—audience, message, and messenger—complement one another and are timed to best achieve objectives. The chief output of this phase is:

- **Communications Plan.** Identifies the specific behavior change objectives, messages, tools, and tactics that will be used for each audience, as well as the timing of deployment, the owner of each communications activity, and implementation costs.

Phase Questions	Prerequisites
<p>Which audiences should be addressed at which time to support the goals identified in the engagement strategy?</p> <p>Which messages are most appropriate for those target audiences?</p> <p>What delivery vehicles (channels and tactics) and messengers are most appropriate to reach those target audiences?</p> <p>What is the optimum timing for deployment of those activities?</p> <p>Who will manage the communications and engagement activities?</p> <p>How much will the proposed action plan cost?</p>	<p>Stakeholder Analysis completed. The analysis ensures that stakeholder incentives and motivations form the basis of project messages.</p> <p>Stakeholders mapped. Mapping ensures that communications activities are prioritized so that resources can be optimized.</p> <p>Channels assessed. This evaluation ensures that the communications delivery vehicles selected are appropriate for the target audience.</p> <p>Engagement goals identified. Development of an action plan should be based on the overarching goals established in the <i>Engagement Strategy</i>.</p>

Figure 5.1: Develop Phase Timing

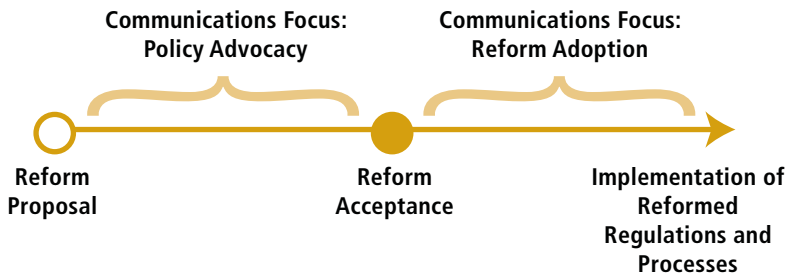


5.1. Identifying Target Audiences

The choice of target audiences is primarily guided by the goals and priorities set in the *Engagement Strategy*. All stakeholders identified in the *Stakeholder Analysis*

should be considered when drafting the *Communications Plan*, but the plan should be driven primarily by the *Engagement Strategy*, which provides high-level guidance on who to target when.

In BEE reform projects with a strong policy component, communications occurring during technical diagnostics and solution design will emphasize policy advocacy, i.e., delivering a message that will build the case for reform and create a sense of urgency with influencers and key stakeholders (such as government officials, opinion leaders, the media, and influential private sector representatives). In these phases, communications helps strengthen all policy advocacy efforts, including lobbying, and public-private dialogue to deliver a strong message that builds support for reform.



The target audience during policy advocacy is quite different from the audience for reform adoption. Once the reform proposal has been accepted—by a legislative body or by relevant authorities—the focus of communications becomes addressing the behaviors of those in government and the private sector who must adopt the new procedures.

Consider two examples. In Bolivia, business simplification reforms were introduced successfully in 2003, slashing the time and number of requirements for obtaining business licenses. However, when new procedures were put into operation, bureaucrats charged with instituting the changes were unaware of the new procedures and had little understanding of their new duties. In another example, when El Salvador opened one-stop shops in 1999, local entrepreneurs thought the shops were only for foreigners.²⁰ Effective communications helps ensure that all audiences chartered with implementing or adopting reform understand how it applies to them.

Engaging obvious targets, such as the media, may not be the best way to support reform objectives. Many projects aim to achieve a higher media and political profile, yet unless mass media engagement can actively help achieve specific reform objectives, the resources are often better spent elsewhere.

²⁰ 2006. *Doing Business 2007: How to Reform*. World Bank Group. Washington, D.C.

Case Snapshot 5.1: Finding Unexpected Champions in Romania

Sometimes the audience that will best contribute to achieving reform objectives is not the most obvious. The Enterprise Development and Strengthening Program in Romania used a specific industry sector to promote dialogue on labor code reform. The team targeted the tourism sector with messages explaining why the current labor code was a burden to their industry—pointing out that the system strained tourism businesses by making it difficult to hire youth during high season. The tourism industry became an unexpected but effective champion of reform.

Source: William Seas, EDS Chief of Party for CHF International and Associate, Booz Allen Hamilton.

Finally, when considering target audiences, the task manager should keep one question front and center: “How will reaching this audience help us achieve our engagement goals?” Using engagement goals as an anchor helps ensure that the project team does not waste time, energy, and resources trying to convince people who do not need convincing, or trying to “convert” those staunchly opposed to reform.

5.2. Setting Audience-Specific Objectives

While overall reform and engagement goals have already been defined by this point, it is most effective to break down those goals into specific objectives for each audience. Strategic communications programs are built by identifying specific objectives for each target audience, i.e., the specific behavior change goals for each key stakeholder in each phase of the reform project—or who needs to do what to enable reform.

Project managers often determine overarching “key messages” and then embark on communications activities to build broad-scale awareness and understanding of those messages by the “general public.” This poses two problems: first, messages should be rooted in specific objectives so that it is clear what the communications activity intends to achieve. Second, although developing key messages that appeal to all audiences is important for consistency, communications is more powerful when messages designed to achieve a given objective are targeted at a well-defined audience. Box 5.1 provides examples of some audience-specific behavior objectives.

5.3. Developing and Pre-testing Messages

Good messages are central to a successful communications campaign. Messages should be brief, high-level statements that can be used to support and construct any future communications products and that can be backed up with evidence. When crafting a message:

“6 Cs” of Messaging:

- Clear
- Concise
- Compelling
- Credible
- Contextual
- Consistent

Box 5.1: Illustrative Audience-Specific Objectives

- **Investment Policy.** Members of Parliament to approve draft legislation of the country's investment policy by August.
- **Business Taxation.** Members of the business community to increase voluntary compliance with new taxation scheme.
- **Municipal Simplification.** Municipal employees to actively support the implementation of newly developed administrative and regulatory procedures designed to improve their work flow and local business environment.
- **Alternative Dispute Resolution.** Leaders of the bar association, business lawyers association, and businesses agree to participate in a planning workshop with the Ministry of Justice on creating sustainable commercial mediation.
- **Industry-Specific BEE.** Industry enterprises and representative trade associations to participate in meetings aimed at developing a collaborative advocacy campaign to address sector policy constraints.

- Explain high-level concepts in a single statement; consider the *attributes* and *benefits* of the reform.
- Anticipate stakeholder needs and concerns, including the reform's *consequences* and the audience's *values*.²¹
- Keep the message *clear, simple, and easy to understand*.

To facilitate message delivery, messages should be documented in a *message platform*—a simple document that describes messages, sub-messages, and target audiences. This document is for internal use—it can be shared with partners but is not meant to be distributed widely. The platform guides the project team when crafting communications materials, choosing a project name, creating visuals or images, and branding the project. It also serves as a reference for verbal communications and assists project representatives and partners in articulating messages consistently.

Once messages are identified and documented in the message platform, it is important to pre-test those messages with partners, stakeholders, and even representatives of target audiences, such as journalists.

5.3.1. General and Specific Messaging

For BEE projects, messages can be developed at two levels:

1. **Overarching Campaign-Level Messages.** These are the three to five core reform messages consistently delivered to all audiences throughout all communications materials. They are high-level, simple statements with broad appeal that are often referred to as “umbrella messages.” Project staff should articulate these messages frequently.

²¹ Benjamin Herzberg and Steve Rabinowitz. 2006.

2. Audience-Targeted Messages. These messages build on and should be consistent with overarching campaign-level messages. However, they are tailored to specific stakeholder audiences and should address the audience's specific interests and highlight the benefits of reform that most directly apply to them.

The findings of a *Stakeholder Analysis* give the project team insight into the interests and perceptions of stakeholder groups. Reviewing where stakeholder interests converge is a good starting point for developing high-level campaign messages (see tables in the *Diagnose* phase in Chapter 3). Areas where audience perceptions differ should also be examined. High-level messages may need to address misperceptions about reform. Data obtained from that analysis should serve as an input for both overarching campaign messages and audience-specific messages. Also, coalitions and local civil society groups can be tapped into for developing audience-specific messages that reflect local sensitivities and norms. Messages can be linked to a national agenda or local priorities, and if possible should complement rather than stand in contrast to existing reform messages. The example in Table 5.1 from the IFC BEE Policy Project's permit reform in Ukraine is one way to approach a message platform.²²

Once the team has identified three to five high-level messages, a good practice is to review those messages with partners and selected stakeholders as part of message pre-testing, discussed further in this chapter. They may also want to test these high-level messages informally with the media to see if they resonate and are “believable.” Informally testing these messages with journalists one-on-one can provide an understanding of the media's position and the viability of those messages.

5.3.2. Building Sub-messages

To be credible, general messages should not just be asserted but also backed up by sub-messages that highlight supporting evidence. Collecting, organizing, and presenting the *right* supporting evidence may be time-consuming, but much of this evidence is gathered during the diagnostics and the design of the technical solution.

Box 5.2: Lessons from Ukraine—Everyone is a Communicator

- All staff related to policy and communication should be involved in message design.
- Decisions on audience and messages should be made by management.
- Project teams should be trained to articulate and use key messages.
- Teams should use key messages in all communication, both written and oral.

Source: See full case study in Part II.



See Annex for Template

²² 2006. “Case Study: Designing Messages for Ukrainian Campaign on Permit Reform.” IFC. Kyiv, Ukraine.

Table 5.1: Sample Message Platform

Stakeholder	Behavior Change Objective (what we want them to do)	Motivations and Interests (what's in it for them)	Audience-Specific Messages (focus of communication to them)	Campaign-Level Reform Messages (communication to all)
President	To give priority status to the law on permits, so it comes "on the top of the pile"	<ul style="list-style-type: none"> • Key election pledges • EU integration and WTO accession • Eliminating corruption 	<ul style="list-style-type: none"> • Creating new jobs • Permit law is a ready-made and effective solution to improve the business environment • Permit reform in the run-up to the parliamentary election can add votes to the presidential political party 	<ol style="list-style-type: none"> 1. Permit law is a ready-made and effective solution to improve the business environment 2. Adoption of the permit law will strengthen the competitiveness of the Ukrainian private sector 3. Reform is critical to WTO accession and EU integration
Parliament	To adopt the law on permits	<ul style="list-style-type: none"> • Political benefits, which are essential for MPs in the run-up to parliamentary election 	<ul style="list-style-type: none"> • Adoption of the permit law will strengthen the competitiveness of the Ukrainian private sector in view of WTO accession • Successful permit reform in the run-up to the parliamentary election can add votes to the political parties that support reform 	
Permit Agencies	Not to resist the adoption of the permit law, and to implement the law for each agency	<ul style="list-style-type: none"> • Keeping their jobs • Maintaining control and the status quo 	<ul style="list-style-type: none"> • Step-by-step reform, instead of regulatory guillotine reforms, is preferable • Permit agencies cannot guarantee business safety, so better to reduce responsibilities • Unofficial payments are becoming more risky 	

Source: 2006 Case Study: Designing messages for Ukrainian Campaign on Permit Reform

The key is to match the right data with the right audience to address their most pressing interests. As an example, mid-level bureaucrats are not as likely to be as persuaded by *Doing Business* rankings and statistics as are politicians and high-level officials. Sub-messages can identify message owners and indicate

who is driving reform efforts. They can also set expectations regarding the reform timeline.

Table 5.2 showcases audience-specific messages and channels developed as part of the SEDF Location/Environmental Clearance Certificate Reform.

Table 5.2: Bangladesh SEDF Audience-Specific Messages and Channels

In Bangladesh, all industrial units need to obtain an Environmental Clearance Certificate (ECC) and Location Clearance Certificate (LCC) from the Department of Environment (DOE) to operate. Yet implementation of this requirement was weak and most industries lacked a commitment to respect the environment. An IFC team working to reform environmental compliance created a communications plan rooted in extensive stakeholder consultations. After assessing stakeholder interests and influence, the team defined objectives, messages, and delivery options to support reform implementation. The table below shows the targeted messages developed for internal and external audiences, as well as the delivery channels identified to send those messages.

Target Audience	Interest-Influence	Behavioral Objective	Messages	Communication Options
EXTERNAL STAKEHOLDERS				
Large Corporations, Industrial Groups	High Interest, Low-to-Medium Influence	<ul style="list-style-type: none"> • Be aware of all environmental rules, regulations, and reforms; engage with government on reasonable reforms • Be aware of environment-friendly practices and their costs-benefits • Choose to adhere to environmental rules 	<ul style="list-style-type: none"> • Paraphrased text/ explanation/elaboration/ implication of environmental rules • International best practices, model initiatives, and impact on environment • DOE wants to partner w/ companies to protect/ improve environment 	A priority-customer group e-mail may be circulated to this group. Rejection/approval of applications to be communicated through e-mail or by physical mail. Website posting of all common regulations, ways to comply, associated costs, and possible sources of counseling.
SMEs	High Interest, Low Influence	<ul style="list-style-type: none"> • Be aware of environmental regulations, rules, and reforms • Be aware of the long-term cost-benefits of environment-friendly operations • Exercise rights when applying for ECC/LCC 	<ul style="list-style-type: none"> • Paraphrased text/ explanation/elaboration/ implication of environmental rules • Investing in conservation pays in the long run • Detailed procedure, associated costs, rights of client ensured by DOE 	Website to provide general info. Websites of BOI, RJSC, and start-up services to contain link to DOE website. Collaboration with environmental groups to publicize regulations. Press releases, mass-media coverage, investor's guide leaflet to be used for communicating reforms. Joint comms with BSCIC to its clientele may be cost-effective. Must request feedback.

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Table 5.2: Bangladesh SEDF Audience-Specific Messages and Channels
(Continued)

Target Audience	Interest-Influence	Behavioral Objective	Messages	Communication Options
Environmentally hazardous Industries	High Interest, Low-to-Medium Influence	<ul style="list-style-type: none"> • Understand why own industry is hazardous and why DOE may reject an application • Be aware of ways to comply with ECC/LCC requirements • Understand rules, regulations, and reforms 	<ul style="list-style-type: none"> • Tanneries, heavy manufacturing may pollute drinking water. Would you pollute your own water? • Actions required to comply with regulations • Punitive measures for failing to comply 	Personalized letters, meetings, debriefing meetings, or e-mails to be sent to rejected applicants. These clients (with highest stakes) need to understand best the regulations. As a “preventive” measure, provide list of industries where environmental rules are strictest; explain how to comply.
Trade/Business Organizations, Think Tanks, BOI	High Interest Low Influence	<ul style="list-style-type: none"> • Be aware of range of services offered • Remain updated with changes and reforms • Act as a communication and feedback hub for clients of DOE 	<ul style="list-style-type: none"> • Communicate functions of the DOE • Paraphrased reform text, examples • If your member has an environmental problem, DOE is here to help 	Newsletter, update reports, website posting as main vehicles. PR packs w/short example write-ups sent to trade/business organizations, BOI, think-tanks for websites and handouts to ministers. Reforms to be communicated in press releases. Annual meetings w/ trade/business organizations to communicate reforms.
Informal Service Providers, Sub-contractors, Vendors	Low Interest, Low Influence	<ul style="list-style-type: none"> • Be aware of DOE work processes (ethics, values, contractual obligations, payment modes) • Be updated with policy changes affecting vendors, informal service providers 	<ul style="list-style-type: none"> • Standard operating procedure (SOP), legal bindings, conditions • Changes in rules, payment methods, contractual obligations, reforms 	Contract deed, personal communications, external memo or letter/notice posting at the place of transaction may be used for preliminary media. Important to ensure vendors (who represent DOE) to follow DOE standards.
Community residents	High Interest Low Influence	<ul style="list-style-type: none"> • Understand the need for protecting environment • Understand role of DOE in helping companies comply with environmental standards 	<ul style="list-style-type: none"> • How business pollution affects communities; how responsible businesses cooperate • DOE roles, success stories, compliance stats 	PR with Economic Journalists’ Forum [EJF] to publish reviews, discussions, critical evaluations for mass awareness about DOE and its functions.
Media	Medium-to-High Interest Low Influence	<ul style="list-style-type: none"> • Project DOE mission-vision • Publicize DOE’s success and effectiveness 	<ul style="list-style-type: none"> • Mission, vision; desire to partner with stakeholders • Articles on success cases 	Press kits, press release, website posting, magazine agency-head interviews for communicating reform changes.

(Continued on next page)

Table 5.2: Bangladesh SEDF Audience-Specific Messages and Channels (Continued)

Target Audience	Interest-Influence	Behavioral Objective	Messages	Communication Options
INTERNAL STAKEHOLDERS				
DOE Divisional Offices	High interest High Influence	<ul style="list-style-type: none"> • Understand responsibilities and clients' rights • Stay updated with reforms, changes, corporate policy of DOE and implement same at division level 	<ul style="list-style-type: none"> • SOP • Reforms, rationale, expected result, and implementation guidelines 	Website/e-mail/memo to divisional heads to serve as prime vehicle. Notice-boards, stationery branding for reinforcing message. Each divisional office must assign a communication resource person who will coordinate program.
Inspectors, Chemists	High interest High Influence	<ul style="list-style-type: none"> • Understand responsibilities and clients' rights • Serve clients expediently to uphold DOE image • Discourage co-worker bribes 	<ul style="list-style-type: none"> • SOP • DOE's service orientation guidelines • DOE's best assets are its employees. 	Monthly review meetings including all management and mid-level employees. Reinforce mission-vision and SOP and ask attendees to roll down communication to lower levels. Brochure, e.g., inspector's toolkit or guidebook to prevent errors
Environmental Clearance Committee	High Interest High Influence	<ul style="list-style-type: none"> • Swiftly clear pending DOE applications • Understand priorities and prerogatives of DOE and view self as patron of the organization • Help implement laws and regulations 	<ul style="list-style-type: none"> • DOE's commitment to timeliness, quality service • Vision-mission, success stories • Bangladesh depends on you to protect and conserve the environment 	Advocacy by DOE's DG with ECC and commerce ministry. Commerce ministry may issue directive for clearing of applications. Advocacy results and directives are to be posted on notice board. Annual presentations and branded stationery to reinforce messages.

Source: 2006. "Assessing and Addressing Stakeholder Interests in Private Sector Development Reform."

5.3.3. Choosing a Name

Every project or reform effort needs a name. Whether that name is technical, i.e., "The BEE Policy Project in Ukraine" or more evocative, i.e., "The Bulldozer Initiative"—the project team should make a decision on how it will present itself to outside audiences. The name is one of the most important and highly visible "messages" that a project sends to external audiences.

Project names are often technical, in part because the name is typically conceived before a communications strategy comes into play. A generic technical name can be useful because it allows the team to broaden the project's scope at a later

Box 5.3: Branding and Names Convey Messages

Teams may want to consider whether their project should create a name other than the project’s formal name used in the PDS or other official documentation. The *Develop* phase is a good time to begin that dialogue and possibly develop not just a name but also a brand. A jointly conceived name may appeal to cultural sensitivities and help build ownership for reform. An effective local brand will describe the effort and appeal to local culture. Examples of BEE project names:

- Bulldozer Initiative (Bosnia and Herzegovina)
- Procurement Watch (Philippines)
- BizPro (Ukraine)
- Better Business Initiative (Nigeria)

Examples of visual brands:



Tramifácil—Business Simplification in Peru



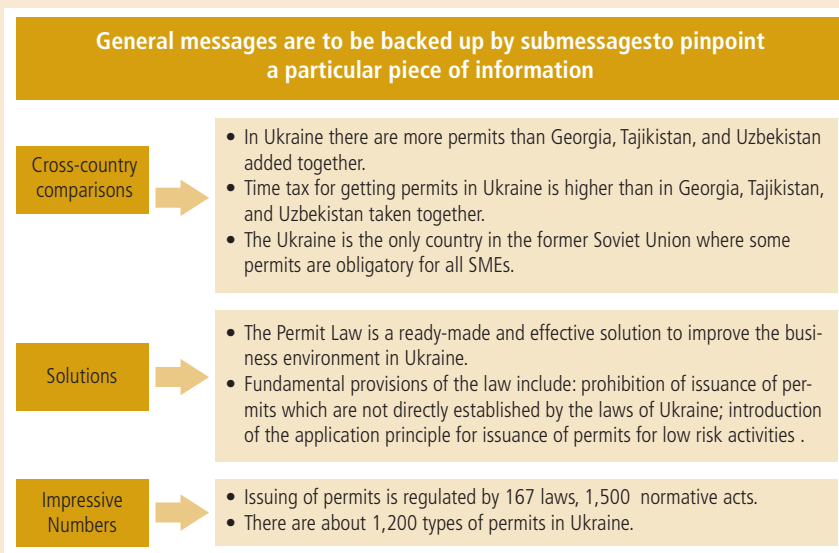
Bulldozer Initiative—Regulatory Simplification in Bosnia-Herzegovina



Isulong— Procurement Reform in the Philippines

Case Snapshot 5.2: Building Credible Messages to Increase Support in Ukraine

In Ukraine, IFC’s BEE Policy Project team found that there were initially few supporters of business permit reform and even fewer reliable partners among decision-makers. Amid vested interests of permit-issuing agencies and a media and public unaware of the country’s permit problem, the team needed to support each of their core messages and audience-targeted messages with credible evidence. The team developed three sets of “sub-messages” to complement audience-targeted messages and build their case for reform.



Source: 2006. “Case Study: Designing Messages for Ukrainian Campaign on Permit Reform.”

date, but it has downsides from a communications perspective—it may not resonate with local audiences, it may seem intimidating, or it may link reform more to international donors and thereby limit local ownership and involvement.

The team may choose to use its technical name, such as the one IFC projects use in their project document system to present itself to outside audiences, but it is useful to make a conscious decision about whether to keep that name or craft a different name that may resonate better with local groups to ensure understanding and relevance.

A good name can help make the project more local and build ownership of the effort. For example, in Bosnia and Herzegovina, the “The Bulldozer Initiative” used the tagline “50 Reforms in 150 Days” to stress the urgency and pace of reform. If media exposure is one of the project’s goals, then developing a catchy name and tagline that resonate locally may increase media coverage.

A descriptive name can also build ownership with partners. The project may be seen more as a joint effort among equals in the donor community and the private sector than an effort dominated by one organization. A project name can also reinforce the public-private partnership that is driving the initiative. Questions to consider in deciding on naming include:

- Is the scope likely to change, and will that affect the name?
- Does the communications plan call for considerable visibility in the press?

Case Snapshot 5.3: National Brand with a Local Flavor in Nicaragua

When the IFC, in partnership with SECO and a range of public and private sector partners, launched municipal simplification pilot projects in Granada, Masaya, and León, Nicaragua, the team created a highly localized brand: “RAFLA.” This very Nicaraguan term could be loosely translated as “fast and legal.” In addition to creating this umbrella brand, the communications campaign was tailored to each of the municipalities to help build pride and local ownership for reform. Billboards and banners in each town used local images and incorporated the municipality’s name into the visual identity. This approach was reinforced by the project’s strategy to obtain the participation and support of each individual mayor, while maintaining one consistent brand. The effort also included communications materials, such as roadside billboards seen here and brochures that showcased specific accomplishments of each mayor, as well as events that highlighted the mayor’s role in driving reform.



Municipal simplification billboards and banners showing local ownership of a brand in León, Granada, and Masaya, Nicaragua.

- If the project creates a local name, would it need an accompanying brand and/or logo? Does the project name serve as the “brand”?

Whether the project should use a descriptive or local name depends on context, the needs of the communications campaign, and donor guidelines and standards.

5.3.4. *Pre-testing Messages*

Messages should be pre-tested before the *Deploy* phase begins and communications materials are developed. Pre-testing can be done in a small focus group setting with representatives of a target audience reviewing materials and providing feedback on whether the messages crafted are sending the right signals and conveying the right information in the right way. Pre-testing is important because it prevents the team from using message that might be misunderstood and provides an opportunity for clarifying or improving messages or the project name. It is critical, but can be scalable to a project’s timeframes and resources.

Message pre-testing can occur informally with partners or through stakeholder focus groups, depending on project needs. For example, as part of a financing market reform in Russia, IFC Private Enterprise Partnership’s Russia Sustainable Energy Finance Program team conducted news conference rehearsals prior to live conferences to test project messages. Working with partners and business associations to identify when messages were not received as intended, they revised and adjusted them to better resonate with their audiences.²³

5.4. Choosing Delivery Vehicles

Project teams have a wealth of choices when deciding on channels and tactics to deliver messages. Making the right decision can also be overwhelming, and there is never one “right” answer. The decision should be based in part on the overall assessment of the communications environment conducted in the *Communications Audit*, which evaluates the relative strength of specific channels. It should also be based on a careful review of the channels that are most effective for addressing *specific* audiences.

A typical objective in many projects is “to engage the press to build the case for reform.” Often, however, other alternatives may offer a greater ability to control the message and reach specific targets more effectively and economically. Mass media can be a good tool for delivering overarching campaign-level messages for reform, but a strategic use of communications ensures that the right (specific) messages

²³ Ilya Sverdlov, Communications and Public Affairs Officer, IFC-PEP.

are delivered through the right channel (for the audience), at the right time, and to the right (targeted) audiences. Although mass media channels do offer the ability to disseminate information widely, project teams should discuss the suitability of a range of channels.

Table 5.3 lists many delivery vehicles that can be used in BEE reform projects, along with information on specific BEE reform usage and cost considerations for each channel.

Table 5.3: Communications Channels Considerations

Considerations	Key Questions
Paid versus Unpaid	Through which medium should messages be delivered? Advertising messages can be controlled but are often viewed as propaganda. Investing time in press relations or securing time on a radio or TV program can be done in many cases without additional cost and can be more credible.
Elite versus Grassroots	Which informal channels can be used to deliver messages? Often, local grassroots channels can be more credible and personal when delivering a “call to action” for target audiences. For example, when calling subject matter experts (SME) to obtain business permits in Nicaragua, the IFC team delivered messages through known and trusted local messengers such as a popular local radio announcer or posters in the local artisans markets.
Rapid Response	Which channels will allow the team to send urgent messages that counter negative opinions about the reform? Some projects have lined up “ready-to-go” op-eds in advance to respond quickly to a negative news cycle.
Repetition	How can communications through each channel be timed, sequenced, and integrated to deliver a stronger message together? Consistent messages sent through multiple channels are most likely to reach target audiences.
Multimedia Opportunities	How can reform messages be delivered creatively to be persuasive, compelling, and relevant to the target audience? What visuals and stories can humanize the reform?

For example, in Bosnia and Herzegovina, the Bulldozer Initiative prepared opinion editorials (op-eds) in advance of milestone decisions regarding investment policy reforms. These op-eds were “ready to go” to counter negative messaging expected by reform opponents. By highlighting likely positive impacts for citizens and entrepreneurs at large, the op-eds both neutralized adversaries and promoted the reform. Key champions, including local business associations, industry leaders, and international representatives helped develop drafts in advance.

The team may also consider using unconventional and innovative delivery channels. For example, in Bulgaria, anti-corruption hotlines were used as a two-way

Table 5.4: Communications Mechanisms and Cost Considerations

Delivery Channel	BEE Reform Purposes	Cost Considerations
Print Materials		
Fact Sheets	One-page document that can be effective in communicating key goals and accomplishments of reform initiatives to stakeholders. Also convenient for correcting popular misconceptions.	Copywriting and design, printing costs (number of colors, print run, paper); postage and distribution
Newsletters	Effective for continuous communication of reform progress over extended period of time. Can feature announcements of reform-promoting events, solicitation of input through “e-mail/letter to the editor” section.	Copywriting and design, printing costs (number of colors, print run, paper); postage and distribution
Brochures	In-depth information source for educating stakeholder audiences (such as SMEs or importers/exporters) on specific administrative, legislative, or regulatory changes, e.g., “How-to Guide to Paying Simplified Tax” or “How to Obtain Your Construction Permit.”	Copywriting and design, printing costs (number of colors, print run, paper); postage and distribution
Issue/Policy Papers/ Technical Reports	Communicating analysis of reform requirements, needs, deficiencies, etc. to key stakeholders, such as government officials and other donor agencies. Can be useful in evaluating a country’s Doing Business rankings and creating a credible expert or academic opinion on reform requirements.	Commissioning costs; preparation costs; printing and dissemination costs; possible necessity for updated report after a specific time period
Posters and Billboards	Simple and brief marketing tool—can be used to encourage stakeholders to take action, such as to acquire permits, or to inform on regulatory or administrative changes. Should be short and have a specific call to action. Effective if part of a broad campaign with a range of communications tactics.	Printing costs (size, colors, production); display costs (depends on location)
Newspaper Inserts	Effective for highlighting certain BEE issues, such as the need for simplifying municipal procedures. Can be used to announce reform activities to a wider audience. Ideal if tied to placement of a feature/editorial story on reform.	Copywriting and design, printing costs (number of colors, print run, paper); postage and distribution
Mass Media		
Print (news, feature stories, op-eds)	Foundational component of most BEE reform programs. Print media are often a trusted resource, so editors must be educated in reform impact to ensure accurate coverage. To achieve maximum coverage, project teams must create appealing and newsworthy angles of the reform message.	Cost of media briefings and one-on-one interviews

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Table 5.4: Communications Mechanisms and Cost Considerations
(continued)

Delivery Channel	BEE Reform Purposes	Cost Considerations
Press Releases	Useful for announcing newsworthy events and accomplishments, such as improvements in World Bank's Doing Business Rankings or a country's inclusion into Top Reformer's List.	Development and writing if done by external communications resource
News Conferences/ Media Briefings	Effective for educating journalists on more complex business issues, such as requirements for Ethiopia's WTO accession process.	Venue, 24-hour rate, travel costs, presentation facilities, press briefing packs
Television Programming	Stronger impact medium ideal for positioning experts to deliver the reform message. News programming can be targeted if there is a newsworthy milestone or activity to be announced. BEE themes can also be incorporated into popular TV programs.	Advertising per minute; may be able to reduce costs if channel voluntarily covers the issue
Advertising (print, TV, outdoor, radio)	Effective for announcing reform initiatives to a wider public, such as the announcements informing sole proprietors about the provisions of the 2006 Tax Amnesty in Armenia. But ads should be viewed as a promotion vehicle only—it is a paid medium, and audiences know that.	Advertising costs; design costs
Radio Programming	Can be ideal to reach target audience via daily business program or local programming. Talk shows can be credible messengers.	Advertising per minute
Events		
Expert Panels/ Briefings	Useful in presenting academic reviews or international experience in reform topic. Should also include invitations to the press to provide newsworthy angle for coverage.	Number of events, costs of venue, 12- or 24-hour rate, travel costs, facilities, invitations and postage, advertising or event promotion, decoration, food and drink
Workshops and Conferences	Effective for in-depth exploration or education about the complex issues related to reform. Most widely used with cross-functional groups in the public and private sectors; sessions can also be effective in educating and presenting the case for reform to mid-level government employees who will be the primary implementers.	Venue, 24-hour rate, travel costs, facilities, press briefing packs, invitations and postage, decoration, food and drink

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Table 5.4: Communications Mechanisms and Cost Considerations
(continued)

Delivery Channel	BEE Reform Purposes	Cost Considerations
Community/Local/ Cultural Events	Can be used to build local ownership of reform. Cultural events at the local or community level help increase the positive tones of the message, build trust, and promote the pride of reform ownership.	Number of events, costs of venue, 12- or 24-hour rate, travel costs, facilities, invitations and postage, advertising or event promotion, decoration, food and drink
Tours		
Study Tours	Effective for demonstrating best practices to key stakeholders, e.g., tax administration tour to study U.S. practices on taxpayer self assessment, Macedonia study tour for businesses to share best practices on sector branding. The purpose must be explicit to be effective so as not to be viewed as an incentive trip for implementers.	Travel costs, facilities, coordination, reception costs
Open Houses	Useful for governments to showcase and discuss new procedures or facilities to media and broader community. Displays honesty and transparency, which helps to maintain stakeholder trust and ownership of the reform.	Hospitality costs and printed materials
Other		
Telephone/E-mail	Can be effective outreach to targeted constituents (i.e., BMO members or an NGO distribution list) for specific purpose, i.e., opinion poll or call to attend a meeting/event/workshop. Can be used with government employees and other stakeholders to inform about reform progress a regular basis to encourage ownership and transparency of the process.	Obtaining formal distribution lists; call support labor
Presentation (visual/oral)	Allow project teams to tell the story with multiple data and media. Should be tailored to audience with audience-specific messages and updated regularly.	Design, printing, possible travel costs for delivering the presentation
Websites	Effective for communicating reform goals and priorities, and supporting e-gov initiatives. Website functions include providing a repository of BEE reform issues, sharing knowledge on prior efforts, announcing new initiatives, keeping track of events, distributing press releases, etc.	Design and content development; hosting and maintenance costs
Online Forums	Live "chats" can be used to solicit comments on proposed legislation. They are ideal for countries where the Internet is accessible and use is widespread.	Design and development; hosting and maintenance costs

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Table 5.4: Communications Mechanisms and Cost Considerations
(continued)

Delivery Channel	BEE Reform Purposes	Cost Considerations
One-on-One Meetings	An opportunity for stakeholders, including legislators, to voice concerns and ask questions, and for project team to highlight benefits of reform.	Travel costs
Information Hot-lines/Centers	Effective for individualized advice and assistance to SMEs, informing stakeholders on specific initiatives such as tax amnesties and regulatory changes. Actively engages the public in reform.	Hosting and telecommunications costs; call support labor

Source: Booz Allen Hamilton.

communication channel to promote public awareness of reform and give the public a way to report corruption. In 2003, the Ministry of Finance of Bulgaria launched a 24-hour, toll-free anonymous hotline through which citizens reported occurrences of corruption by tax, customs, and ministry officials. The message of transparency was delivered through this action.

In IFC's Business Simplification project in Peru, *Cuidanos al Día*, an NGO partner, developed a video skit to demonstrate the plight of an entrepreneur with humor: it depicted an entrepreneur's attempted journey through several agencies to register his business. By the time he learned about the many steps required for registration, the visibly exhausted entrepreneur decided the effort of registration simply was not worth it. The video was used in several events to promote the new simplified procedures.

More examples of delivery mechanisms effectively used in BEE reform are provided in Chapter 7.

Case Snapshot 5.4: Choosing Low-Profile Communications Channels in Indonesia

In Indonesia, using overt channels to advocate for investment law reform was considered risky—the law was controversial, and nationalist sentiment made it difficult for outsiders like the IFC to promote reforms visibly. To be successful, the reform would need to be considered an Indonesian-driven process. In response, IFC together with the IBRD and FIAS, took a low-profile approach to advocacy. The team provided support to a small but select group of government officials, academics, and think-tank staff, a group which later became the official National Team for the drafting of the Investment Law. The participation of academicians and think-tank staff in the group discussions resulted in these individuals becoming effective local voices for reform. Government officials and parliamentarians were more readily able to adopt recommendations which were supported by these local experts. As a result of IFC's focused advocacy, in April 2007, Indonesia passed its first new investment law since 1969.

Source: Gregory A. Elms, Operations Officer, IFC.

5.4.1. Identifying Campaign Messengers

Audience, message, and messenger must complement one another. In addition to choosing specific delivery channels, the project team should consider what *messenger* should deliver the reform messages. For partners and supporters, the project team can serve as the main messenger. But this approach may not work with other audiences and does not ensure local public and private sector buy-in. For instance, some individuals or organizations have a higher level of credibility with the target audience, while others may actually undermine the effort.

Box 5.4: Types of Messengers

Authority. Using a figure of authority, knowledge, or trustworthiness to provide a more believable message.

Peer Influence. Often, target groups are most easily influenced by members of their own age, race, party, or cultural or socio-economic background because they can identify with them. *Appropriate to tailoring and delivery of messages to different target groups.*

Celebrity. Using celebrities to promote ideas based on the notion that target groups identify with certain public personalities and thus will want to adopt the endorsed behavior. *Suggested for lower-level target groups such as small enterprises or a skeptical public.*

Social Validation. People are more likely to act or subscribe to a belief when they see that others are doing so. *This bandwagon effect is worth exploiting once stakeholders have started to come on board.*

Testimonial. Members of target audiences who have changed behaviors and are benefiting from this change can “testify” to the reform’s benefits and influence their peers. *Suggested for later stages in the campaign.*

Source: Adapted from G.S. Kindra and Rick Stapenhurst. 1998.

A research institution, for instance, may be better suited to describing the benefits of tax reform to SMEs than a chamber of commerce representing mostly large businesses and multinational corporations. Community-based messengers can be more appropriate for explaining the benefits of business simplification to informal business owners than, for instance, municipal authorities. In a country with customary laws, for example, where tribal chiefs or elders play authority roles, these actors must not only be considered critical stakeholders, but may need to serve as *the* dominant messengers to their respective communities. The project team should identify and use messengers who enjoy credibility with a given target audience.

In Peru, as part of IFC’s business simplification project, the public-private partnership assigned “spokespersons” for each partner who would focus on delivering a targeted message to their constituents.

Projects are not limited to single messengers or individual spokespersons. Often, a local reform coalition can both act as the strongest messenger and send the

Case Snapshot 5.5: The Church as Reform Messenger in the Philippines

In the Philippines, procurement reform efforts found a key ally in the Catholic Church, which is widely perceived to be the most influential nongovernmental institution in the country. In its efforts to mobilize public opinion on this issue, the project team engaged the Catholic Bishops Conference of the Philippines (CBCP) to push for strengthening the civil society component of the procurement law.

The CBCP not only served as a key supporter of the reform effort, but also requested to be included as a representative in evaluating the biddings conducted by the government. As a result, the new law contained a provision that allowed the priests and bishops to sit in government bidding bodies and procurement panels, and monitor contractors and implementers for delivering the promised results.

Source: J. Edgardo Campos and Jose Luis Syquia. 2005.

strongest message about local ownership and the demand for change. Established public-private partnerships also can ensure that the reform effort is understood to be a locally driven effort, which is vital not only for positive coverage but also for long-term sustainability. If a coalition is a credible messenger, the reform benefits from that credibility.

For example, in the Philippines, a new reform coalition was developed specifically to serve as the messenger in the country's procurement reform effort.²⁴ The project team realized that a credible opinion leader for reform of this type had to be of local origin, representing the cultural values and social norms of the public constituents rather than the donor community.

In 2001 a new NGO, Procurement Watch International (PWI), was formed to lead the coalition of civil society organizations and support advocacy efforts by focusing the public's attention on corruption, heightening awareness of the corrupt procurement practices, and building the case for reform.

To build the authority and reinforce the coalition, PWI's board of directors included a number of respected civil society representatives. An experienced, recently retired mid-management level government procurement official with a spotless reputation was recruited to serve as PWI's executive director. The new team had the authority, knowledge, and expertise to drive reform communications, engage other civil society groups, and work with the media to raise awareness of corruption in government procurement. PWI became an effective messenger for reform, and the legislation was passed by the parliament.

²⁴ J. Edgardo Campos and Jose Luis Syquia. 2005. "Managing the Politics of Reform, Overhauling the Legal Infrastructure of Public Procurement in the Philippines." World Bank Group. Washington, D.C.

5.5. Documenting the Communications Plan

The *Communications Plan* provides the tactical day-to-day guidance for an integrated strategic communications campaign. It is rooted in analysis from *Develop* phase exercises and details the specific activities the team will execute in *Deploy*. An effective plan will address:

- **Audience-Specific Objectives.** Tied closely to overall reform and engagement goals, audience-specific objectives describe at a more specific level what the project/government aims to achieve by communicating with each stakeholder group. It may include broad objectives of transparency and awareness that support the project's mission and the process of reform, as well as audience-focused objectives to achieve specific behavior change goals. These objectives are not about “building awareness” or “disseminating information,” but about building support with key constituents, changing mindsets of those who oppose reform, and ensuring that those affected by reform have the information and tools required to adapt to new regulations and processes.
- **Audiences.** Documents the team's decisions regarding which stakeholders will be the focus of communications activities. This should include a discussion of the rationale for selection or the stakeholder tables developed in the *Stakeholder Analysis*.
- **Messages.** Identifies the project's three to five overarching campaign-level messages, the project's name, and audience-specific messages. This section should also include messages about the overall reform ownership and project timeline, as well as the message matrix.
- **Channels.** Describes the primary methods and messengers used to deliver the messages to distinct stakeholder groups.
- **Tools and Activities.** Provides a detailed list of tools and materials to be used, which activities will be implemented, and which milestones should be reached.
- **Roles and Responsibilities.** Discusses responsibilities of the overall communications efforts, i.e., internal or external communications consultant, as well as responsibility for each component. This section identifies the review and approval process for communications materials. It includes assignments for: identi-

Box 5.5: Components of the Communications Plan

1. Audience-specific objectives
2. Audiences
3. Messages
4. Channels
5. Tools and activities
6. Roles and responsibilities
7. Monitoring and evaluation approach
8. Timeline
9. Budget



fyng and assessing stakeholder needs; preparing communications materials; approving communications materials; and responsibility for ad hoc requests for materials and information.²⁵ Public and private sector partners and clients can be included in this section to encourage them to participate in activities and take responsibility for the plan’s success. This will also help facilitate agreement between partners on messages, activities, and timing.

- **Monitoring and Evaluation (M&E) Approach.** Defines the approach and methods the project team will use to monitor communications activities and evaluate their contribution to reform. The approach will determine performance indicators and data-gathering throughout the strategic communications program—not only at the end. In this toolkit, M&E is covered in Chapter 7, however it is critical that the project team decide on an approach early on and incorporate specific measures of success into the *Communications Plan*. Please review the *Debrief* phase in Chapter 7 to consider M&E approaches and options.

The team may want to summarize the above elements in one document. An example of one approach is provided in Table 5.5.



Table 5.5: Communications Planning Table

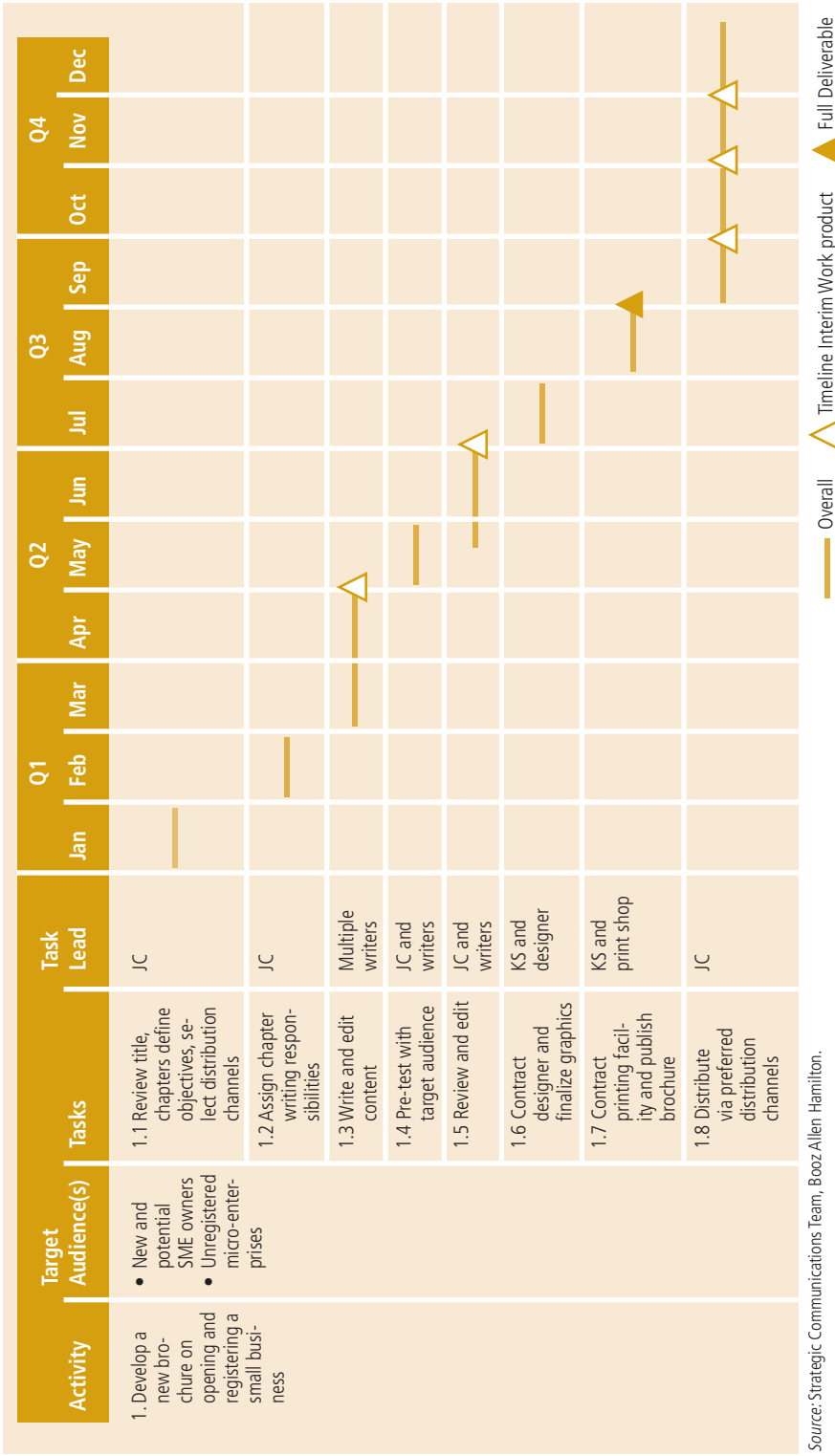
Stakeholder Engagement Goal:							
Audience (stakeholder group)	Specific objective (change in stakeholder behavior)	Message		Communication channels and media	Tools and activities	Roles and Responsibilities	M&E approach
		Take-away message	Supporting data and evidence				
Group A							
Groups B, C, etc.							

- **Timeline.** Documenting the proposed timing and sequencing of activities helps the team take a practical look at what is feasible, given resource and time constraints, and to see a “big picture” view of how intense communications efforts are likely to be. While timing can be organized by audiences, activity type, or chronologically, a common technique for planning out timing is depicted in Table 5.6.



²⁵ 2006. “Simplification of Business Regulations at the Sub-National Level—A Reform Implementation Toolkit for Project Teams.” IFC. Washington, D.C.

Table 5.6: Sample Communications Action Timeline



Source: Strategic Communications Team, Booz Allen Hamilton.

- Budget.** Provides detailed estimates of cost and breaks down the established communications budget by activity or product. Table 5.7 provides a sample communications budget. Determining how much of a project’s resources should go towards strategic communications is highly contextual. It ultimately depends on the nature of the reform, the kinds of activities envisioned, and the types of experts and staff the project expects to use. Nevertheless, a good rule of thumb for estimating resources needed is to expect to spend about 5 percent of the project’s overall budget on strategic communications.



Table 5.7: Sample Communications Budget

Media and Product	Types of Activity and Frequency	Quantity	Unit Cost	Subtotal
TV Advertising for BEE Campaign				
	Airtime for concept 1 (30 sec ad)	90 (min)	\$ 140	\$ 12,600
	Airtime for concept 2 (30 sec ad)	90 (min)	\$ 160	\$ 14,400
	Production costs for two concepts	2 (ads)	\$ 7,500	\$ 15,000
	Administrative costs	2 (ads)	\$ 1,500	\$ 3,000
			SUBTOTAL:	\$55,000
TV Programs on BEE Reform Topics				
	Airtime for one quarterly program (30 min program)	4 (programs)	\$ 1,500	\$ 6,000
	Production costs for four programs	4 (programs)	\$ 1,000	\$ 4,000
			SUBTOTAL:	\$10,000
Radio Programs for BEE Campaign				
	Airtime for 12 monthly programs (30 min program)	12 (programs)	\$ 800	\$ 9,600
	Production costs for each program	12 (programs)	\$ 100	\$ 1,200
			SUBTOTAL:	\$10,800
			TOTAL	\$75,800

Source: Booz Allen Hamilton.

Box 5.6: Develop Phase Exit Checklist

Have you:

- Documented a Communications Plan that will achieve the objectives you established for each priority stakeholder?
- Identified three to five campaign-level messages for the reform? Are they simple messages and will they have impact?
- Tailored those messages to each stakeholder audience? Are they relevant to stakeholder interests?
- Developed a message platform that all staff and partners can refer to?
- Ensured that your messages are backed by credible evidence? Have they been vetted by your project partners or “pre-tested” with the media?
- Identified messengers and spokespeople who will be credible and trusted with your target audiences?
- Reviewed the Communications Plan with project partners? Have you identified roles for each partner to play to increase ownership and delegate tasks?
- Worked with the government’s communications counterpart to refine the team’s strategic approach and plan? Have you incorporated those views into the plan that will be presented to government counterparts?
- Finalized your communications rollout/launch plan and presented it to relevant stakeholders?
- Defined measures of success for your communications plan?

Chapter 6.0: Deploy the Communications Campaign

Deploy

Key Questions:

- Are we prepared to implement? Are we doing what we said we would do? Are we managing risk?

Activities

- Develop creative briefs
- Implement communications tactics and planned activities
- Manage risk and address challenges
- Monitor and adjust activities and plan

Outputs

- ✓ Communications products, actions, and activities
- ✓ Monitoring Reports

“Most reformers are bad marketers. So, few entrepreneurs know how much easier registration has become. El Salvador first established a one-stop shop in 1999, but local entrepreneurs thought it was only for foreigners. A lesson was learned. The second time around reformers staged two ‘ribbon cutting’ events with President Antonio Saca and Vice President Ana Escobar. The media coverage ensured that everyone knew about the new system when it opened in January 2006.”

—*Doing Business 2007*

In this phase, the project team focuses on delivering compelling messages that touch target audiences in a way that resonates. Messages are delivered using the tools, tactics, and timing defined in the *Communications Plan*. The sum of those activities may be called the “communications campaign.” Many reform projects begin their communications efforts at this point in the Five Ds Framework, and it is likely that project staff already has experience in crafting, preparing, and launching communications products and activities. In a strategic communications approach, the bulk of these activities occur according to the structure laid out in the *Communications Plan*, but in practice some *Deploy*-phase activities may occur in parallel with earlier phases—workshops may be conducted, press and media may be briefed, and one-on-one communications may occur before the team crafts a formal plan. The overarching goal of this phase is to enable or encourage stakeholders to *change their behavior* or *inspire* them to take action, rather than simply “disseminate” information. The chief outputs of this phase are:

- **Communications products and activities.** Launch events, activities, tools, and products.
- **Monitoring Reports.** Track activity-level outputs and outcomes as defined in Chapter 7.

Phase Questions	Prerequisites
<p>How can communications products be crafted and delivered effectively?</p> <p>What cultural attributes can be leveraged to make products and activities more effective?</p> <p>Should the communications campaign have a strong visual element?</p> <p>Is the communications plan achieving its objectives?</p> <p>Does the engagement strategy or communications plan need adjustment?</p>	<p>Goals and objectives are known. The project staff should be familiar with engagement goals and communications objectives.</p> <p>Action plan shared with partners. Key elements of the action plan should have been reviewed with partners.</p> <p>Responsibility assigned. Responsibility for specific elements or activities has been assigned among partners and within the project team.</p> <p>Staff coached on messages. The project staff should be able to articulate the communications messages.</p>

Figure 6.1: Deploy Phase Timing

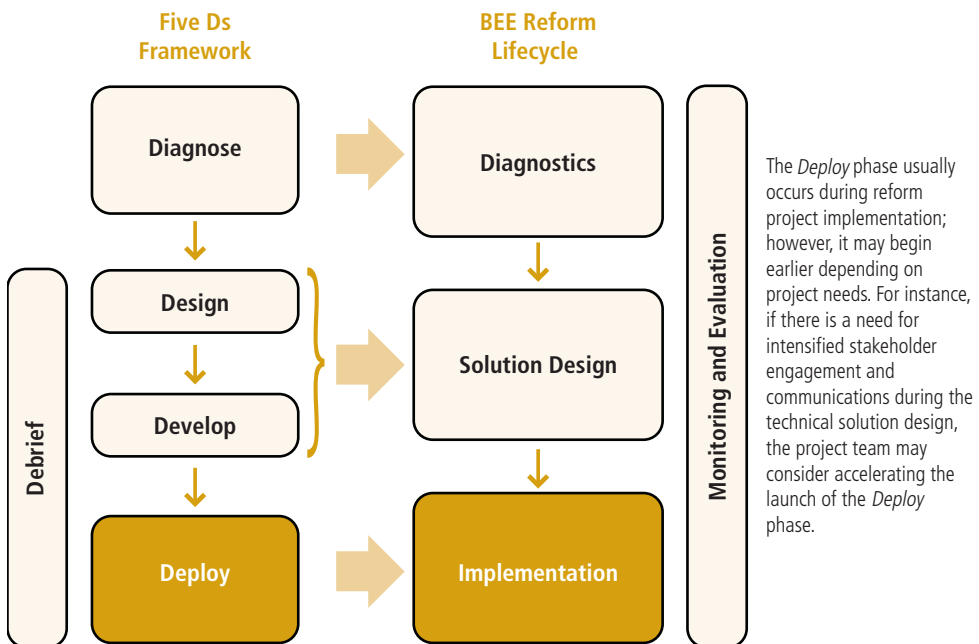


Figure 6.2: Examples of BEE Communication Techniques and Activities



6.1. Writing a Creative Brief

A creative brief is a one-page planning document that helps the communications lead or task manager define the purpose, ownership, key messages, timing, and estimated budget for a given campaign product or activity. It is also a practical way to ensure that all team members and partners agree on the scope of a communications effort before resources are spent.

Good Practices in Deploy

- **Humanizing** or **personalizing** reform to make it simple and understandable
- Raising the level of **perceived urgency** of the reform
- Communicating **frequently** and **consistently**, using the same clear and targeted messages.

The creative brief (Figure 6.3) is especially useful for complex or costly communications activities. Although it is good practice to develop a creative brief, every

Figure 6.3: Creative Brief

Name of Communications Product: Public Service Announcements													
What stakeholder audience/audiences is the message intended to reach?	Completion date: December 2007	Owner: RM	What is the goal that the product is intended to achieve or program objective that it will support?										
	Target audience(s) for product, activity or event: <ul style="list-style-type: none"> • Local investors • Business associations 	Objectives/purpose of communications product, activity or event: <ul style="list-style-type: none"> • Raising the awareness of the Private Sector about better services at the One-Stop Shops 											
What specific messages should be conveyed in the development of this product, activity or event?	Key messages to be delivered in communications product, activity or event: 1. The government is delivering on reform promises 2. Reforms are slashing red-tape—services improved drastically through one-stop shops		Through what channel(s) will the product or material be disseminated?										
	Delivery channels: Radio Public Service Announcement												
Contact information, call to action, response dates, locations, sponsor, other details?	Additional information to be conveyed: Locations of one-stop shops	Related communications products, activities or events: <ul style="list-style-type: none"> • Brochures • Paid advertising in specialized publications • TV/News coverage • "Meet the investor" day at one-stop shop 	Are there any products that should be coordinated/consistent in message or timing.										
	What specific messages should be conveyed in the development of this product, activity or event?	Development timeline:	Development By Feb 28 Design By March 30 Review By April 10 Sign-Off By April 25 Distribution May-December	What is the timeline? Which designers, writers, production companies, consultants will be partners in this project?									
Approvals: TM, RH, SH, FS		External resources/vendors: Alexandria Creative Associates											
	Estimated budget:	<table border="0"> <tr> <td>Development</td> <td>\$ 1,200</td> </tr> <tr> <td>Delivery</td> <td>\$ 3,500</td> </tr> <tr> <td>External resources</td> <td>\$ 0</td> </tr> <tr> <td>Other</td> <td>\$ 300</td> </tr> <tr> <td>Total</td> <td>\$ 5,000</td> </tr> </table>	Development	\$ 1,200	Delivery	\$ 3,500	External resources	\$ 0	Other	\$ 300	Total	\$ 5,000	What is the budget?
Development	\$ 1,200												
Delivery	\$ 3,500												
External resources	\$ 0												
Other	\$ 300												
Total	\$ 5,000												



individual product or activity does not necessarily require that level of detail. In addition, in those cases when the same message will be sent to target audiences through multiple channels, that information can be consolidated into one brief that represents each activity.

Something as simple as developing a fact sheet in-house probably does not require a creative brief. However, a workshop with stakeholders, a seminar for journalists, or an advertising campaign that includes multiple Public Service Announcements (PSAs) or billboards would benefit from the structure that a creative brief provides.

If the *Communications Plan* is comprehensive and detailed, writing up a creative brief may simply be a question of pulling content directly from the plan. The timing reflected in each activity should be represented in the overall timeline of the *Communications Plan*.

6.2. Developing and Testing Materials

The most important rule of thumb when developing communications materials is to **keep it simple**. BEE reforms are often extremely complex and technical in nature and most audiences do not want or need large quantities of technical information. For instance, in an investment policy law reform, the majority of audiences need to know how the reform may benefit them personally, such as by bringing more businesses and jobs to the region, and raising the standard of living. SMEs may worry that a new investment law will bring increased competition. This audience requires a greater level of targeted education, but materials describing those details must still be simple and easy to understand.

Box 6.1: Keeping it Simple

"In working with our counterparts, we can't use 'development speak.' Terms like 'solution design' don't resonate. Instead of 'improving the investment climate,' we need to be talking about 'trying to make it easier to do business'—in simple language and basic terms. We must listen to (our audiences) and talk about solving their problems. We need to refer to those problems in the same way that they do."—Wendy Jo Werner, Specialist, SEDF

For example, in IFC's Business Simplification Pilot Project in the Municipality of Lima, the team conducted validation workshops with municipal officials to mitigate possible boycotts of the reform. The workshops focused on educating the officials about the need for reform, building expectations about the process in which they would participate, and sending the message that the officers were part of the solution (not the problem).

The use of a simple illustration to complement the project timeline helped explain a complex reform process (of diagnostics, reform proposal, capacity-building,

Etapas del Plan de Trabajo

- **Validación y Diagnóstico (ene 05 - mar 05) ✓**
Identificar al detalle todas Las actividades, tiempos, costos, áreas involucradas en el proceso de autorización municipal de funcionamiento, para ubicar cuellos de botella y proceder a simplificarlos.
- **Propuesta de Simplificación (abril - jun 05) ✓**
Proponer nuevo proceso simplificado y eficaz de autorización municipal de funcionamiento.
- **Capacitación, sensibilización e implementación (jul - sep 05) ✓**
Concordar elementos humanos y logísticos que permitan poner al alcance de Los empresarios el proceso simplificado.
- **Monitoreo y sostenibilidad (oct - dec 06) ✓**
Hacer seguimiento de operatividad del procedimiento para hacer ajustes necesarios, de forma tal que se logre su mejora continua y sostenibilidad..



Peru's Municipal Simplification Pilot Project used these simple graphics in government workshops, using the analogy of a doctor's visit to explain reform process phases: validation of diagnostic, reform proposal, capacity-building, sensitizing and implementation, monitoring, and sustainability.

implementation, monitoring, and sustainability). The analogy of a doctor identifying and treating a health problem that resulted in sustained health improvements made it easy to understand the steps that the consultant teams would take and made participation in the process less intimidating.

Strong communications products and activities are the result of multiple drafts, reviews, and inputs. The number of revisions depends on many factors, including clarity of the reform messages, quality of execution, and team dynamics. But the bottom line is that the team should decide on and follow a formal approval processes with clients and partners so that products are reviewed and revised regularly. In addition to reviewing communications products and activities internally and with partners, the task lead may want to seek the input and approval of relevant stakeholders.

Finally, communications products should be tested before launch. Testing can be done through focus groups with target audiences, who review materials and provide feedback on their quality and clarity. Other methods include "mock interviews"

Good Practices in Product Development

- **Repetition.** Articulate the same messages and even use the same words. This helps drive home a point because hearing the same phrases repeatedly reinforces messages.
- **Consistency.** Throughout all products, be consistent in referencing the project name, stakeholders, and the government agency name.
- **Localize.** Use local language. "RAFLA" means "fast and legal" in Nicaragua's colloquial use of Spanish, but does not mean anything in Colombia or Peru, for example.
- **Use plain language.** Use words that are easy to understand. Instead of talking about "government procurement regulations and processes," talk about corruption.

Case Snapshot 6.1: Rehearsal Press Conference Provides Valuable Feedback

In Moscow, IFC's Private Enterprise Partnership (PEP) was working with the banking sector to develop the country's energy efficiency financing capacity. As part of a communications campaign to shed light on innovative financing products and ideas to potential clients and the public, the project organized a live press conference. In preparation for the press conference, they invited experts from across IFC, including investment and advisory staff not involved with energy efficiency financing, to two "mock" or rehearsal press conferences. During the first rehearsal, participants were asked to play the role of journalists and other stakeholders and to give feedback on messaging and delivery. Participants provided detailed feedback, especially on messaging, which was incorporated into the presentation. The second rehearsal was held during the week of the actual press conference, to ensure that all presenters stayed "on message." After the second rehearsal, the project team coordinated their presentation with the local partner institution scheduled to participate in the press conference, which helped ensure that the presentations by the two institutions were complementary. Following the press conference a debriefing was held to assess how well they had incorporated feedback into the live event. The rehearsal approach was considered critical to the event's success.

Source: Ilya Sverdlov, Communications and Public Affairs Officer, IFC PEP.

and "rehearsal press conferences." Testing is important because it mitigates the risk of using materials that might be misunderstood and provides opportunities to improve content. Testing is critical, but scalable. For instance, a small fact sheet for a targeted group of stakeholders may not need the same level of testing as images and messages to be used in a widespread billboard campaign to encourage business registration. What matters most is that materials be tested at some level, however informal, before roll-out. Local staff and stakeholders can serve as an inexpensive and efficient resource.

6.3. Launching Products

Product or activity launches offer opportunities to engage stakeholders, give partners an active role to increase their visibility in the effort or in the media, and build ownership among critical stakeholder groups. As part of reform implementation or at the start of the government's new program, the project team can use this opportunity to create news and visibility for the reform program.

RAFLA, the municipal simplification project in Nicaragua, found creative ways to make the introduction of simplified business licensing and permit processes more newsworthy by spotlighting the role of local officials. In Masaya, when the mayor spoke at the program launch, the newspaper story covered the event and included a call-out box describing the new procedures for obtaining operating licensing and construction permits. The information came from an event handout that was distributed together with a press release.

Product launches also provide opportunities to create local pride of ownership. For instance, the RAFLA project hired folk dancers to perform at the campaign



Nicaragua's RAFLA campaign included nametags for government employees that reinforced the program messages of customer service. The caption reads: "Here, we attend to you."



The caption reads: "Speeding Up (municipal) Processes: The Municipality of Masaya announces it will reduce processing times

Case Snapshot 6.2: Bringing the Media up to Speed in Egypt

In November 2006, IFC's PEP-MENA facility in Alexandria, Egypt organized a national conference on business simplification. The facility held a press briefing on the eve of the conference, inviting several regional and three national TV channels together with the Arabic, English, and French-speaking press in order to reach out to the international investment community. The IFC used the press briefing to acknowledge the reform efforts of its core partners and to highlight their success in simplifying business procedures. This served as a celebration of their achievements and gave them public credit for their efforts. The press briefing also enabled the IFC to stress publicly the extent of work that lay ahead and the positive impact other institutions could provide by joining the reform process.

Scheduling the press briefing a day in advance of the national conference provided background for the media about IFC's project and about the benefits of business simplification. This way, the press was able to better understand the context of the conference and focus on its messages instead of technical content. In the days following the conference, the project's key messages were widely disseminated in Egypt. In addition, in a move that the project's transparency, IFC distributed the results of the technical diagnostic on business start-up procedures to conference participants.

To illustrate the benefits of reform through concrete examples, IFC gave the floor to international speakers from North America and New Zealand who presented their respective reform experiences with introducing automation and client-oriented building permit procedures. The conference was also used to stage the signing of a new Memorandum of Understanding with the Alexandria Business Association, marking the beginning of a joint innovative policy advocacy initiative on business licensing reforms.

Source: Thomas Moullier and Riham Mustafa, IFC PEP-MENA.

launch, reinforcing the local and community-driven nature of the reform effort. RAFLA also created visually appealing name tags for municipal employees as part of the reform to reinforce the project's message and help create a sense of ownership among employees, rather than emphasizing the role of the IFC and other donors.

6.4. Working with the Press

Cultivating strong relationships with the press can bring a high return on minimal investments. Relationships with journalists are built over time, so the project team

Box 6.2: The Care and Feeding of Journalists

- **Strive to run an open, accessible, transparent and “journalist-friendly” program.** Treat them with respect. Return their telephone calls promptly and courteously. Do not keep them waiting. Their goodwill is invaluable.
- **Never stretch the truth or dodge difficult questions.** Years of positive relationship building and credibility can be shattered with one lie or misleading answer, no matter how innocent.
- **Issue press releases often.** Report on every step in the process, not just when a policy nears realization. This increases transparency, better informs reporters on the process, and will help dispel rumors spread by project opposition.
- **Put quotes in your press releases from senior project and government staff.** This tells reporters why this issue is important. They might not understand the scope of the project if not told and reminded often.
- **Never compromise the integrity of journalists through offering bribes or favors.** Maintain an ethical line between socialization and graft. Educate journalists, put them in seminars and conferences, take them on fact-finding trips, buy them lunch. But never ever do anything that a journalist or the public may perceive as a bribe.

Source: Adapted from Stephen J. Mastay and Matthew Uzzell, Adam Smith International.

may want to begin socializing reform concepts as early as possible. While press releases and press briefings are a good way to convey information to many journalists at once, fostering personal relationships goes a long way toward making sure the reform effort is covered accurately and gets the desired exposure.

In Ukraine, the BEE Policy Project held regular press breakfasts to keep in touch with journalists and keep them apprised of progress on its business permits reform effort. In addition, they held numerous one-on-one discussions with journalists that helped strengthen relationships and encourage coverage.²⁶

When working with the press, consider these tips:

- **Always be prepared.** Review your brief and prepare your talking points before approaching journalists.
- **Choose a spokesperson.** One individual should be responsible for day-to-day contact with the press. This person should be experienced and well-spoken but easily accessible and able to respond to press inquiries quickly.
- **Consider capacity-building exercises.** Many BEE projects have created press clubs or held media seminars to educate journalists about specific reform efforts. This generates coverage and contributes to sustainability.
- **Know your goal.** The press can act as an intermediary for *educating* or indirectly *applying pressure* on decisionmakers. Determine in advance why you want to engage the media.
- **Keep it simple.** BEE reforms are full of complex technical details. In discussions with journalists, reduce the complexity of the reform to make it more pa-

²⁶ See full Case Study in Part II.

latable. Focus on benefits and make sure the journalists do not feel intimidated by the topic. Create an open atmosphere, so that those who have an appetite for more details and complexity can ask for it.

- **Make it comfortable.** Provide refreshments or invite the press to lunch. Give journalists a reason to look forward to your meetings.
- **Give them a story.** Recognize that their business is news, not information dissemination.

In some countries, the media may not be prepared to handle BEE issues and report on them accurately or thoroughly. The task leader should keep in mind that if journalists find the topic too intimidating or are poorly informed, they are much less likely to be interested or report on it.

In Belarus, when IFC's PEP facility discovered that the press was not generally inclined to cover BEE reform issues, the team organized press clubs to educate journalists, provide a forum for open discussion, and generate interest in the obstacles and challenges for SME development. The press clubs became popular among journalists, officials, and businessmen. Monthly sessions held in Minsk and regional cities generated more than 1,500 mass media appearances on business-related reform issues. They also opened dialogue between the IFC and a government body that had previously refused to meet with the IFC. When media coverage increased, the Committee for State Control requested a meeting with the IFC to discuss perceived

Case Snapshot 6.3: Personalizing Leasing Reform for Journalists in Ukraine

In 2004, Ukrainian journalists had little knowledge of leasing and the topic generated little media coverage. IFC's Ukraine Leasing Development Project suspected that the lack of interest in covering the topic was driven by generally poor knowledge about leasing among journalists. In response, the project team conducted six regional seminars for journalists to introduce them to the basic concept of leasing, highlight its benefits and advantages for local SMEs, and discuss trends in Ukraine's leasing market. They also teamed up with a Ukrainian leasing company, *First Lease Hertz*, to show the journalists how leasing services work. Each seminar included a visit to the company's clients—the lessees—giving journalists a chance to see the benefits of using leasing to finance capital expenditures.



Journalists visiting a well-known lessee in Donetsk—the Shakhtar football team.

The seminars generated more than 100 newspaper articles and at least 30 television and radio appearances. An added benefit was that, because the seminars were conducted on a regional, not national level, articles appeared throughout the country—not just in the major urban areas. Early on, the project recognized the need for *local* journalists to cover *local* leasing issues, rather than the topic in general. Leasing legislation was a national issue, but educating businesses about benefits of leasing needed to occur locally. The reform effort benefited from the increase in media coverage—entrepreneurs became more familiar with the mechanisms and advantages of leasing, and generated demand for leasing products and services across Ukraine.

Box 6.3: Leveraging *Doing Business* to Generate News

One way to generate press coverage, celebrate successes, and increase momentum for reform is to use the World Bank's *Doing Business* rankings (DB) as a "hook" or platform for showcasing reform accomplishments and reinforcing the need for future reforms. Some countries have held "red tape conferences" to review results of the DB study and formulate a reform platform. A DB-based marketing campaign may include messages communicated through press releases and billboards, or flyers and events organized to celebrate success. Highlighting movement of DB indicators has been used successfully in this way in many reform projects.



DB rankings bring visibility to critical reform issues, help anchor messages about reform urgency, and can unite stakeholders behind shared objectives of simplifying business procedures. Consider the following example:

"In late 2004, the newly elected President of Indonesia, Susilo Yudhoyono, announced his intention to reform national investment policy. The president referred in several speeches to the World Bank Group's *Doing Business* report, which indicated that on average it took 150 days to start a business in Indonesia. The president pledged to reduce this to the regional average of 30 days. This was seen by reformist stakeholders, including the Economic and Trade Ministers as well as the domestic and foreign business communities, as a positive move by the government, one that created an opportunity for assistance by the WBG. As a result of discussions with the government, a World Bank Group Advisory Team, represented by IFC, FIAS, and IBRD, was formed to help design and support a reform strategy."—Greg A. Elms, Operations Officer, IFC

inaccuracies in coverage. This episode opened the door for dialogue that allowed the IFC to provide the committee with analysis on barriers to SME growth. In addition to educating journalists and establishing good relations with the press, the press clubs paved the way for cooperation with a key government stakeholder.²⁷

6.5. Using Print Materials

Print materials are tangible evidence that a project is "doing" communications. However, merely creating, printing, and distributing printed matter does not ensure information is being communicated effectively. Print materials do not *convince* stakeholders, but they can be effective in providing *detailed messages*, such as new steps, processes, and procedures in business registration. Well-conceived print materials can be powerful communications tools, but before deciding to use them, the project team may consider whether the proposed product will:

- **Serve a distinct purpose.** Serve a purpose beyond "disseminating" information. Will it inspire action, provoke a reaction, or provide ammunition through statistics?
- **Generate demand.** Materials should support demand for reform or for new procedures.

²⁷ Nadezhda Sinelnik. 2006.

- **Provide quality information.** High-quality information, such as solid research findings, or easy-to-understand text and graphics about implementation procedures, builds credibility and helps ensure the product's longevity. If it is worth printing, it should be worth keeping.

As print is the least personal medium, the team may consider complementing print materials with an event or integrating them into a campaign. In Indonesia, IFC's PENSA facility used the publication of two research volumes as the springboard for launching a general awareness campaign about women in business (see Case Study in Part II). This approach brought greater visibility to the publications, bolstered the public awareness campaign by grounding it in research, and gave the press a "news anchor" for reform.

When developing print materials, task managers should always think about wider audience needs. A newsletter, for instance, may have limited utility if it only provides project updates, as there may be only a handful of stakeholders who are interested in learning about the project itself. But a **newsletter** may attract a larger audience if it captures how the reform effort is progressing, points out the latest setbacks or successes, provides a round-up of related press coverage, and delineates the next steps needed for reform to occur may attract a larger audience.

Case Snapshot 6.4: Leveraging Print Materials in Romania

In Romania, the Enterprise Development and Strengthening (EDS) Program partnered with a local non-partisan think tank, the Advocacy Academy, to produce a semi-annual printed report that summarized how members of parliament had voted on business-enabling laws. The purpose was to make it easier for businesses to hold members of parliament accountable and to create pressure for business-enabling reforms to pass. The report gave scores on a number of BEE indicators, showed where BEE-related legislation originated, and provided:

- Qualitative analysis based on the Advocacy Academy's "parliamentary efficiency" indicator
- Quantitative analysis based on the Academy's "parliamentary yield" indicator

What began as a pilot to track MPs in one region was expanded to cover the entire country. The report created demand for reform by providing businesses with a tool for holding their MPs accountable. It also signaled to MPs that their voting choices would be tracked and distributed throughout the country. The quality of the information was deemed reliable because the content (i.e., voting records) was objective and based on a transparent methodology. Although the report was conceived in partnership with EDS, the Advocacy Academy had full ownership of the report's design and content.



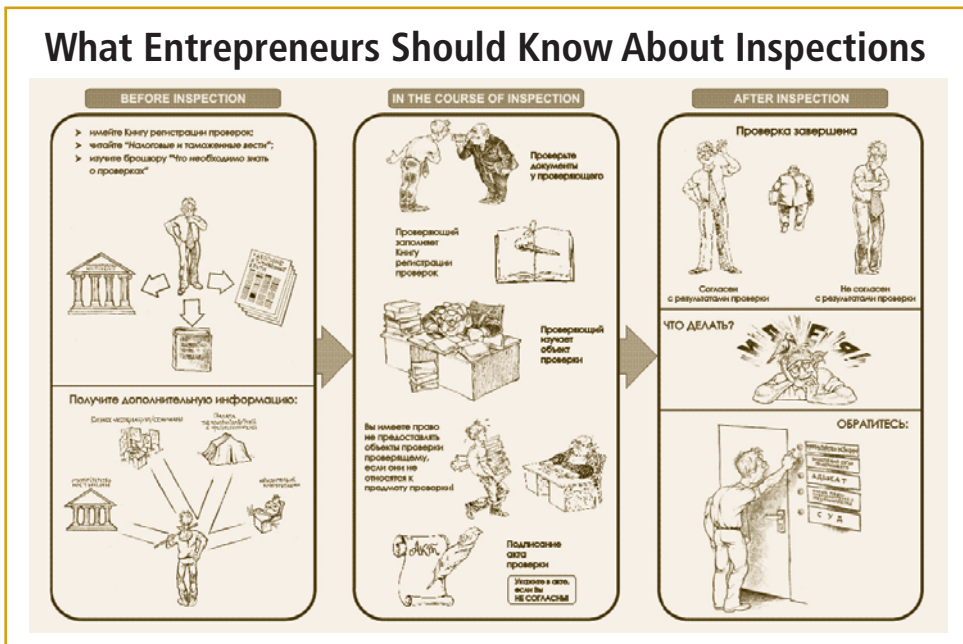
The semi-annual "Parliamentary Monitoring Report" produced by the Advocacy Academy. Full text at www.advocacy.ro.

Brochures are another type of print material that BEE projects have used successfully, especially in introducing new processes for the private sector to follow once reforms have been implemented.

In Uzbekistan, IFC's SME Policy Project designed a brochure that detailed inspections procedures and explained the rights and responsibilities of business owners. The project team aimed to make the brochure's language clear, simple, and easy to understand. But the project's partner, the Ministry of Justice, preferred to use legal language to describe inspections rights and responsibilities. Staying true to a core communications principle of keeping it simple, the project team struck a compromise. The brochure used the legal language but included a **pull-out poster** with a step-by-step illustration of a regular inspection and what to do in case of a violation of SME rights. By putting a simple message in a pull-out poster that could be displayed in an office, the team ensured that an easy-to-understand tool was readily accessible and utilized.

Print materials are most effective in the following circumstances:

- The decision to use them is a **strategic choice** and not a default. The task lead should evaluate whether putting the information down on paper increases its communications effectiveness.



This brochure illustrates the steps of a proper inspection in Uzbekistan.
Source: See full Case Study in Part II.

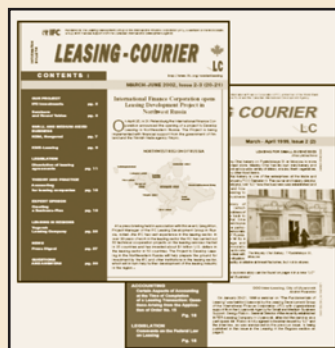
Case Snapshot 6.5: Creating Demand for Magazines

In 1997, IFC created the Leasing Development Group to assist the Russian Government in improving the legislative and economic environment for leasing. When the project began, leasing was a completely foreign concept to Russian business owners. In addition to its policy advocacy work, the project needed to educate entrepreneurs and newly established leasing companies about what leasing was, how it worked, and how they could use it as a financial tool.

One information product that the project team developed was a magazine called *Leasing Courier*. Published bi-monthly, the magazine ran 20 to 35 pages and presented information on leasing in clear, easy-to-understand language. The purpose was to educate business owners about this new tool.

Instead of just distributing the magazine, the project team wanted to be sure there was a real demand for this material, so they made it available only by subscription. Although the *Leasing Courier* was free of charge, only subscribers received a copy. The first copies were widely distributed to leasing companies, regional economic and investment departments, and business associations. After the first distribution however, only readers who took the initiative to subscribe via a subscription card made available in every copy, or a direct contact with the project, received a copy of the magazine.

For the first issue, the project printed and distributed about 300 copies, and approximately 60 to 70 percent of those who received a copy subscribed. By 2001, the project was printing about 2,000 copies per edition as well as providing an electronic version for download via the Internet.



Source: Irina Likhachova, IFC Communications Officer and Leasing Courier Chief Editor.

- The decision to use them is **driven by demand**, to avoid wasting resources.
- The materials and writing **reinforce and adhere to core messages** and **convey information in the clearest and simplest** way possible for the given subject matter. Pictures or graphics are an excellent way to convey complex processes, while tables and graphs are an effective way to convey statistics and other complex data.

6.6. Using Mass Media

The two principal ways to use mass media are paid advertising and unpaid press coverage. The two approaches are complementary, but they serve different purposes. Paid advertising can convey urgency and win audiences through compelling imagery and clever word plays. It can also reinforce messages by appealing to an audience's emotions, such as national pride or sentiments. It can help raise visibility of an effort, but unlike unpaid press coverage, it cannot always educate audiences and explain the nuances of BEE reform. The benefits and limitations of both are listed in Table 6.1.

Table 6.1: Pros and Cons of Paid Advertising and Unpaid Media

	Paid Advertising	Unpaid Media
Pros	<ul style="list-style-type: none"> • Provides complete control over message • Provides control of how and when messages are conveyed • Allows for creativity and tapping into emotions 	<ul style="list-style-type: none"> • Achieves greater impact on awareness and knowledge of reform issue • Allows deeper exploration of reform benefits • Makes the message reverberate
Cons	<ul style="list-style-type: none"> • Cost • Good at conveying information but less effective at persuasion • Impersonal • May be confused with propaganda • Less credible than the press 	<ul style="list-style-type: none"> • Must cultivate relationships over time to achieve coverage • Can distort or transmit messages poorly • Can raise visibility of reform opponents if journalists explore costs and benefits

Source: Booz Allen Hamilton

Paid and unpaid media can be used together in an integrated communications campaign. Although a relationship with the press can certainly be cultivated without an accompanying advertising campaign, the reverse is not so—**paid advertising should always be accompanied by a press or public outreach effort**. Paid advertising alone can neither generate sufficiently robust support nor persuade audiences to the degree necessary for most BEE reform promotion efforts.

Radio is often a powerful and influential mass media channel, especially if a local radio culture can be appropriately leveraged. In the **Philippines**, practically every household has an AM radio, so Procurement Watch International, a procurement reform coalition, decided to leverage radio for communicating the need for reform across audiences.

The project **educated radio disc jockeys** (DJs) on the proposed reform, generating their interest and arming them with information necessary to ask questions

Case Snapshot 6.6: Montenegro Business Alliance Uses Billboards to Convey Reform Messages to the Parliament

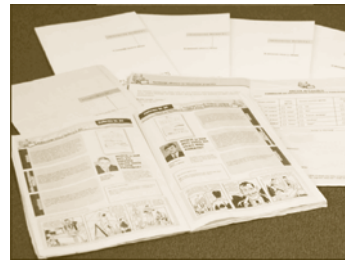
In Montenegro, the Montenegro Business Alliance (MBA) was advocating to reduce the corporate tax rate to 10 percent. They launched a campaign with the slogan “10% for Montenegro” and rented **billboard space right outside the parliament building** to display their advertisement. Such strategic placement of the ad ensured that the target audience—members of parliament—were exposed to the concept on a daily basis. But the advertisement alone could not generate support to pass the necessary legislation. The MBA ran a dedicated advocacy and media campaign to complement its paid advertising effort.



Source: Ralph J. Marlatt, Project Manager, CIPE Montenegro.

on reform initiatives. The DJs began to discuss the topic during peak time slots: early in the morning, in afternoon rush hours, and during the lunch hour. During live broadcasts, they questioned key decisionmakers—including the president and leaders of parliament—on the procurement law. By doing so, they effectively gave visibility to champions of reform, while putting opponents in a difficult spot. Some DJs spontaneously called politicians on their cell phones, giving them no other choice but to respond to their immediate questions. In one case, a DJ asked a series of questions that led a legislator to contradict himself—he claimed to oppose corruption, yet he opposed a bill that would *reduce* corruption. That legislator eventually voted *for* the bill.

Another way to use paid mass media is to take advantage of its distribution system to place, for instance, an **insert into a daily paper**. In Bosnia and Herzegovina, the Bulldozer Initiative published a 64-page information brochure detailing its 50 target reforms. It includes a comic strip, “The Adventures of Max,” which told the story of a frustrated entrepreneur who overcame business challenges by joining the Bulldozer effort. Some 84,000 copies of this brochure were distributed in local newspapers in three different languages. Based on the success of that first effort, the project also distributed 200,000 copies of a specialized brochure on privatization.



The Bulldozer Initiative’s brochure with a comic strip explaining the “50 reforms” to the average citizen was distributed through newspapers.

A successful mass media effort can also help build morale among government counterparts and increase their commitment to the effort, as in USAID’s Armenia Tax Improvement Project in Case Snapshot 6.7.

Mass media can serve a greater purpose than simply “reaching” audiences, “disseminating” information, or “gaining exposure.” Strategic use of mass media engages audiences and inspires them to adopt change or take action.

This applies especially to **television**. It can be a complex and tricky medium for BEE reform promotion. With channels and shows vying for the viewers’ attention, a television program must capture the audience’s attention and imagination to be truly effective. If it fails to do that, viewers can easily switch to other programming. In many countries, television is a trusted medium, and specific TV personalities can be great messengers for reform. When aiming to get TV coverage, task leads should ensure that talk shows or producers are equipped with simple but newsworthy messages.

Case Snapshot 6.7: International Awards Build Reform Ownership in Armenia

In Armenia, USAID's Armenia Tax Improvement Project (ATIP) launched a social advertising campaign to increase public awareness of the importance of paying taxes and boost voluntary compliance among taxpayers. The campaign also presented an opportunity to build morale, rally support within the State Tax Service of Armenia (STS), and create ownership of reform. When the campaign's public service announcements (PSAs) won two prestigious international awards, the project team used this success as an opportunity to highlight the role of STS leadership in developing the campaign.

The team leveraged international recognition to rally STS leaders for improvements in the service's communications and public outreach capacity. Winning the awards provided additional support to efforts to launch a taxpayer education and public outreach capacity within STS. Recognition by an international body strengthened the image of the STS as a reform champion and reinforced the message that communications and public outreach were critical to tax reform initiatives. The spots won the 2006 Platinum MarCom Award and the 2007 Bronze Telly Award.



This PSA used a soaring eagle as a symbol of the State Tax Service's ability to see the shadow economy throughout the country. It featured the eagle's scientific name, its wingspan and sharp vision, and a voiceover referring to the importance of paying taxes.



This PSA featured a pomegranate, which, according to Armenian tradition, has 365 seeds symbolizing each day of the year. The voiceover said: "If each taxpayer makes a daily contribution into the state budget, Armenia will become a stronger, more prosperous country."

Source: Tatiana Jeromskaia, Armenia Tax Improvement Project Communications Lead and Associate, Booz Allen Hamilton.

Case Snapshot 6.8: Cambodia Business Edge TV

When the IFC Mekong Private Sector Development Facility (MPDF) decided to use television to reach a mainstream audience, it addressed this challenge by personalizing the issues related to reform. In September 2003, the project helped launch a weekly program in Cambodia called Business Edge Television (BE TV), which showed real-life challenges faced by Cambodian entrepreneurs. By telling a story about people affected by BEE issues—instead of the reform itself—the project quickly gained audience interest. At the same time, the show was able to educate the audience on topics ranging from how to secure financing and market products to government regulations that hamper business development.



Business Edge TV in studio.

BE TV is fast-paced, 30 minutes long, and designed like a video-magazine. Each show opens with an on-location report about how a single company deals with that week's issue. A panel of experts is then interviewed in the studio to offer potential solutions. To demonstrate solutions in practice, a success story is featured on location. The show concludes with management tips related to the issue, answers to questions sent in by viewers, and business news.

The program appears to have captured the attention of Cambodian television viewers—after 16 months on the air, BE TV doubled its ratings to 5 percent of viewers, much higher than the .05 percent that similar shows attract in neighboring Thailand. The program has even generated business by attracting sponsors to buy advertising as part of a long-term goal to make BE TV commercially sustainable.

Source: World Bank Rapid Response Unit. "Cambodia: Going on Air to Meet Your Audience."

6.7. Conducting Events and Tours

Before planning an event—such as conferences, press clubs, seminars and workshops, and local or international study tours—the project team should consider and agree on its *purpose*. Once the purpose of an event is well defined, the team may want to consider how to make it **creative, inspiring, and newsworthy**. If people are taking time to attend the event, it should be worth their while. The purpose of a press club event may be as general as educating journalists about BEE reforms, while that of a seminar may be more specific—to educate journalists on the benefits of leasing (see Case Snapshot 6.4) or to dispel myths, as in Ethiopia’s WTO accession efforts (see Case Study in Part II).

Link events to symbols. In Indonesia, a media campaign to raise awareness of women’s role in business was launched to coincide with two symbolic events: International Women’s Day and a national celebration of the birth of Indonesia’s eminent women’s rights activist, Kartini.²⁸

The Bulldozer Initiative in Bosnia and Herzegovina turned an event that may have been just another protocol signing into something truly symbolic. The three prime ministers, the six heads/speakers of parliament, the mayor of Brcko, and seven Bulldozer local representatives signed an agreement called “The Protocol for Prosperity” committing them to continuing and deepening their support for the Bulldozer reform process. The signing of the protocol took place at the botanical gardens. It was the first document since the 1995 Dayton Accords to bear the signature of all the heads of the executive and parliamentary bodies. To mark the event and make a symbolic commitment, each signatory planted a rose tree in an area that was named the “Prosperity Garden.”²⁹



The signing of the Bulldozer Initiative Protocols for Prosperity took place in a rose garden where each of the 17 signatories planted a rose tree.



Folkloric dancers made the launch event for the RAFLA municipal simplification project in Leon fun and entertaining.



UN High Representative Paddy Ashdown, center, with hat raised and Prime Minister Adnan Terzic, fifth from left, stand in front of a bulldozer promoting the Bulldozer Initiative in BiH, making the press conference newsworthy.

²⁸ See full Case Study in Part II.

²⁹ Benjamin Herzberg. 2004. “Investment Climate Reform: Going the Last Mile—The Bulldozer Initiative in Bosnia and Herzegovina.”

Case Snapshot 6.9: Macedonia Competitiveness Activity

In Macedonia, the USAID-sponsored Macedonia Competitiveness Activity (MCA), turned a potentially dry topic—competitiveness—into a fun event. MCA, in coordination with the National Entrepreneurship and Competitiveness Council (NECC), organized what evolved into an annual street fair where Macedonians can taste, touch, and feel Macedonian-produced goods from the various industries to which MCA was providing technical assistance.

The project's objective was to promote Macedonia's competitive ability in world markets to a wider audience—to take it beyond the elite population in order to reach the country's future—students, children, and potential business owners. The fair showcased Macedonia's competitive potential through various industry lenses—culinary, exported goods, and fashion. Five thousand people visited the fair and learned that with consistent quality, the adoption of international standards, and further promotion, Macedonia has what it takes to succeed in competitive global markets.



Macedonians “taste and feel” competitiveness at the October 2004 Competitiveness Festival entitled: “I know how, and I can.”

Sources: MCA Direct newsletter (2004) and Kim Kotnik, Senior Associate, Booz Allen Hamilton.

Use humor. As part of the IFC-SECO municipal simplification pilot project in Lima, Peru, the team used comic theater presentations or “skits” to break the ice during diagnostic workshops with municipal officials. To illustrate the complexity of starting a business, one of the skits depicted a young entrepreneur seeking guidance from a government official about how to register his business. For each question the entrepreneur asked, the official provided a lengthy response delivered at the speed, and in the tone, of an auctioneer. The complex and convoluted responses discouraged the entrepreneur—exasperated, he decided to forego registration altogether. This same concept was used as part of a video developed by the team's NGO partner, *Cuidamos al Día* to promote the program.³⁰

Make it entertaining. The launch of the RAFLA municipal simplification effort in Nicaragua's municipalities of Granada, León, and Masaya included performances by folk dancers to strengthen the message of local ownership and to draw audiences and entertain the public. Because the project was trying to reach a broader audience, particularly small business owners or contractors who were not registered, the project needed to stage an event that would attract the public. At each event, the mayor of the municipality served as the event host and keynote speaker, with follow-on presentations by the IFC and SECO. This approach also ensured the mayor was “given the spotlight” and able to share in the visibility and successes of the reform.

Make it newsworthy. In Bosnia and Herzegovina, the Bulldozer Initiative to pass through “150 reforms in 50 days” staged a press conference in front of a real

³⁰ Field visit and interviews with IFC LAC facility staff in Peru and Nicaragua.

bulldozer. The image of the prime minister next to a bulldozer, wearing a red construction hat was seen the following day on the front page of all the country's newspapers.³¹

6.8. Using Creative Approaches

Some of the most effective and memorable communications efforts that BEE and other reform projects have produced are either highly innovative or highly visual that highlight the idea that a message does not always need words to be effective. There is room for creative and visual communications in every reform—whether that means approaching a seminar creatively by introducing humor, producing compelling graphic aids, or grounding an entire awareness-raising effort in a visual product with a storyline, like a comic strip.

Case Snapshot 6.10: Ukraine Anti-corruption Calendar

In Ukraine, IFC PEP decided a good way to get the public to take a problem seriously would be to poke fun at it. They sponsored a cartoon competition on corruption to do just that. Each year, professional cartoonists would compete to have their work selected for inclusion in a widely distributed calendar that mocks corrupt behavior, red tape, and corporate practices. PEP ran the competition in partnership with selected national media, ensuring publicity for the competition and ongoing coverage of the issues depicted by the cartoons. Twelve months after the end of the competition, people continued to see the cartoons in offices throughout the country.



Ukraine's private sector squeezed by taxes.

For 2004, the theme was "Private Business in Ukraine." For 2005, the focus was on economic problems with four thematic areas: "Business Environment in Ukraine," "Access to Sources of Financing," "Corporate Governance at the Ukrainian Enterprises," and "Specifics of Agrarian Business in Ukraine."

PEP announced winners at a public ceremony, followed by a week-long public exhibition of the best pieces. It also organized smaller exhibitions around the country at targeted venues, such as the Cabinet of Ministers or the Union of Journalists. The newspapers also ran stories on the winners and winning cartoons. About 10,000 calendars were distributed annually to government agencies, MPs, entrepreneurs, non-government organizations, and international institutions. The cartoons are available online at www.vlasnasprava.info.

Source: World Bank Rapid Response Unit. "Ukraine: Mocking Corruption 12 Months a Year."

In **South Africa**, research indicated that only a quarter of taxpayers were well informed and knowledgeable about their tax obligations. In response, the South African Revenue Service (SARS) launched an initiative to educate taxpayers. Among other communication initiatives, such as a walk-about and door-to-door education campaign, the effort invented a cartoon character, Khanyi, to tell the story in a conversational way. Khanyi was a bright, clever taxpayer educator who worked at

³¹ Herzberg, Benjamin. 2004. "Investment Climate Reform: Going the Last Mile—The Bulldozer Initiative in Bosnia and Herzegovina."



The South African Revenue Service's cartoon character, Khanyi, teaches viewers of a popular TV show "Big Mike" about what taxes are, where the money is spent, and how to file.

Source: South Africa Tax Revenue Service.

SARS and traveled across South Africa to spread awareness of tax initiatives and communicate the importance of paying taxes. The comic delivered difficult content in a simple and easily accessible story format, and was made available in English, Afrikaans, Xhosa, Setswana, and isiZulu.

6.9. Other Methods

Other communications products that complement and reinforce reform messages can include e-mail, products in electronic formats such as CDs or CD-ROMs, websites, short message service (SMS), informal gatherings, and hotlines.

Most government employees and many businesses have e-mail. In certain situations, sending news or newsletters through e-mail may be a good choice. For maintaining momentum and building expectations about the reform process, in **Nicaragua**, the RAFLA municipal simplification pilot project e-mailed its flyers describing new steps required for an operating license and construction permit.



RAFLA flyers listing new steps for obtaining operating licenses and construction permits were sent to businesses by e-mail.

In **Macedonia**, the Macedonian Media Institute teamed up with the British Embassy in Skopje and the BBC London on an anti-corruption project with an aim to increase economic and political transparency. Project activities included building the media's capacity for investigative journalism, as well as increasing anti-corruption cooperation between the media and the government.

One innovative communications tool was a toll-free **anti-corruption hotline** to which citizens could report corrupt practices. Information gathered on the hotline was then passed on to journalists to investigate.³²

Procurement Watch International, an anti-corruption coalition in the **Philippines**, found an innovative use for its brand—they turned it into a computer screensaver. The brand was recognizable—it had been featured in an ad campaign—and the screensaver became an unexpected hit. The branding and screensaver caught the eye of several government officials. The project took advantage of this visibility and distributed diskettes with the branded screensaver throughout government and to parliamentary staff. The innovative distribution of the brand helped keep the issue current with stakeholders and potential reform champions, making the message more compelling to those audiences.³³



The Procurement Watch International logo was used as a screensaver that landed on many government computers—the “live” version was animated with sound effects and showed the fist banging down on “Graft and Corruption.”

Case Snapshot 6.11: Belarus BelBiz Website

In Belarus, IFC PEP used a specialized website as a tool for communicating BEE information to SMEs. The website provided information on establishing businesses, effective management practices, and opportunities for access to finance, leasing, marketing, and human resources. After noticing consistently heavy site traffic, the project decided to take it one step further—they negotiated with the Ministry of Justice to expand the website capability by including a database of Belarusian company names, information that was closely guarded by the government.



The first step of registering a new business requires identifying a unique name, a process that involves filing multiple templates with different options and many visits to the Ministry of Justice, until the new name is accepted. The website includes a search function that allowed entrepreneurs to cross-check and determine whether their desired business name was already taken. A website is the ideal communications tool for this process because it allows for continuous updates—the registered names are updated weekly, while other BEE-related information is updated as needed. In a country where information is tightly controlled by the government, the website was a smart way to provide entrepreneurs with the tools and resources they needed at their fingertips.

Source: Anastasiya Khomenkova, IFC PEP.

6.10. Dealing with Setbacks and Challenges

In developing and deploying events and products, communications teams usually face delays, setbacks, or technical difficulties. A BEE communications campaign

³² Secretariat for European Affairs. 2006.

³³ J. Edgardo Campos and Jose Luis Syquia. 2005. “Managing the Politics of Reform, Overhauling the Legal Infrastructure of Public Procurement in the Philippines.” World Bank Group. Washington, D.C.

will inevitably encounter some of these challenges, so the task lead should allocate ample time for anticipating and resolving potential problems.

Setbacks in the *Deploy* phase may include inaccuracies in media coverage, unforeseen opposition by certain stakeholder groups, and changes in stakeholder landscape as a result of political crises. Project teams know they should expect challenges and be ready to adjust strategies, messages, and tactics in order to mitigate potential consequences.

One way to “keep tabs” on potential challenges with opponents is to do a periodic “pulse check” on what messages are being sent about the reform, and what supporters and opponents are saying about each other. Completing this pulse check (Table 6.2) periodically may help the team anticipate opponents’ next steps and be prepared with a response.

Challenge → Mitigation Technique

- **Messages misunderstood** → Adjust and retest messages with stakeholders.
- **Reform impact misunderstood** → Identify source of misunderstanding and address head-on.
- **Key stakeholders overlooked** → Adjust strategy and plan to include those stakeholders.
- **Unanticipated opposition** → Identify source and strength of opposition and apply appropriate engagement strategy.
- **Inconsistent messaging** → Strengthen collaboration within team and with partners by holding regular meetings, reviewing message platform, and rehearsing messages.
- **Inaccurate media coverage** → Organize media briefings or seminars to educate journalists on the issue.

Table 6.2: Message Pulse Check

Who’s Saying What?	
Supporters	Opponents
What we say about the reform	What opponents say about the reform
What we say about opponents	What opponents say about us

Source: Benjamin Herzberg and Steve Rabinowitz, 2006

As reform milestones approach, opposition is likely to intensify. Preparing in advance for the potential challenges arising from those milestones is a good practice.

For instance, as described in section 5.4, in Bosnia and Herzegovina, as major investment policy reform decisions approached, the Bulldozer Initiative had lined up ready-to-go opinion editorials countering opponents’ messages. This “quick response” mechanism enabled the project to counter messages almost as immediately as they were delivered.

Case Snapshot 6.12: Diffusing and Neutralizing Opposition in Sierra Leone

In Sierra Leone, the IFC FIAS Reform of Administrative Barriers to Investment project encountered an unforeseen opponent when finalizing a business startup simplification effort. The project team had engaged important stakeholders including the minister of Trade and Industry and the cabinet, who had validated the project’s recommendations. As the reform proposal progressed to the cabinet, the team discovered they had overlooked another critical player in the stakeholder landscape: the Bar Association.

The association objected to the proposed reform because it eliminated the mandatory requirement for a solicitor to prepare a company’s Articles of Incorporation. It offered instead a standard set of articles for anyone to use. This would eliminate the typical fee of about \$1,500, dropping the resulting cost of starting a business from \$1,500–2,000 to a simple filing fee of \$50.

Suddenly what had been a very successful effort so far to get stakeholders to support the reform encountered challenges. The Attorney General (AG), who had indicated early on he was pro-reform, began to voice concerns about its “effectiveness and feasibility.” Another unexpected opponent was the Chamber of Commerce—it turned out the chamber had several lawyers on its board.

The project team addressed the problem head on with a revised communication and engagement effort. Their strategy became to gain further support from key stakeholders, neutralize the Bar association’s opposition, and overcome the AG’s lack of support. The team decided to approach the vice president, and with his instruction the AG engaged the Bar. In this way the team learned that the Bar Association’s opposition was largely based on a lack of information and misunderstanding about reform provisions. Association members reportedly resented that they had not been consulted on the legislative change, which motivated them to respond in an adversarial manner. As a result of the renewed engagement effort, the Bar Association ultimately dropped their official objections, but not without first having gone on strike in protest. At the time of publication, reform measures were reported out of the cabinet and expected to pass through parliament.

Source: James Emery, Principal Advisor, IFC Africa; Richard E. Stern, Regional Program Coordinator for Africa, FIAS.

6.11. Monitoring and Adjusting

Monitoring the effectiveness or success of communications products and activities during the campaign serves three purposes:

- It enables the project team to **adjust strategies** or tactics if necessary during the campaign.
- It **provides inputs** into overall communications *Campaign Evaluation*.
- Measurable successes can **encourage ongoing participation** and increase credibility and leverage.

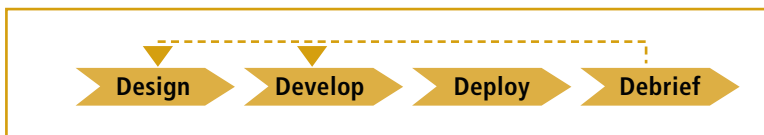
During the *Deploy* phase, project teams monitor whether they are achieving the desired outcomes of discreet *activities* and *events*. Evaluation of the overall communications campaign will occur at the end

Monitoring Report Contents
<ul style="list-style-type: none">• Activities monitored during report cycle• Description of data-gathering techniques and methodologies• Review of outputs and outcomes to date• Analysis of message effectiveness• Analysis of activity and channel effectiveness• Recommendations for adjustment

of the project. This can occur through a range of feedback mechanisms, including surveys, focus groups, interviews, and informal conversations with stakeholders. It is helpful to capture this information in *Monitoring Reports* that provide the project team with updates on activity effectiveness.

The project team will want to observe day-to-day implementation to determine whether the campaign needs adjustment. When feedback is gathered, if messages are not being well-received, the campaign does not appear to be achieving its objectives, or new stakeholder groups emerge or gain importance, the project team may consider adjusting its approach. As depicted in Figure 6.3, monitoring activities may prompt the project team to adjust approaches, strategies, tactics, or messages defined in the *Design* and *Develop* phases.

Figure 6.4: Monitoring and Adjustment in the Five Ds Framework



Minor adjustments in the stakeholder engagement strategy or communications campaign are often required during the project lifecycle. For example, in monitoring the launch of an ADR system or new business permits process, a team may determine that the lack of ADR referrals or small number of new permits issued merits additional communications to increase stakeholder participation.

If more significant issues arise, it is a good idea to conduct a formal review of the campaign to address and resolve the issues. Consider an example in which the team encounters a new, highly influential and vocal stakeholder group that is opposed to reform. It might be best for the team to adjust the *Engagement Strategy* and *Communications Plan* to respond to the challenge. Another example could be that audiences fundamentally misunderstand the campaign's key messages. This may require focus group testing to refine those messages or introduce new ones that more clearly resonate with the intended audiences.

The *Debrief* phase in Chapter 7 provides a detailed approach for monitoring, assessing, and adjusting communications activities before, during, and after the communications campaign.

Box 6.4: Deploy Phase Exit Checklist

Have you:

- Coordinated with relevant partners and government counterparts (as well as technical staff) to ensure they understand the timing and sequencing of all program and communications components and can support them?
- Formally launched the reform program or communications campaign (brand, project, team, or appropriate plan) to the media and to all stakeholders with a public announcement/event as appropriate to achieve visibility and awareness?
- Held a public event to allow government counterparts to introduce the program/campaign to the media and in the process make a public commitment?
- Prepared all speakers, government counterparts, and partners with all key messages prior to events, workshops, media briefings, etc.?
- Used a variety of communications tools and tactics to reinforce reform message and target a diverse range of stakeholder audiences?
- Coordinated each step of the communications campaign with partners to ensure that reform messages and reform progress are consistently spread to all business communities and stakeholders?
- Utilized local partners, including an advisory team as well as local NGOs, chambers of commerce, associations, competitiveness commissions, or SME interest groups to spread messages at a grassroots level?
- Tracked and assessed effectiveness of your communications activities?

Chapter 7.0: Debrief and Assess Strategic Communications Effectiveness

Debrief

Key Questions:

- Did we reach our goals and objectives? How can we learn, improve, and achieve greater support in the future?

Activities

- Assess impact of communications campaign
- Evaluate success of engagement strategy and contribution to reform
- Share lessons with other practitioners

Outputs

- ✓ Campaign Evaluation
- ✓ Strategy Evaluation
- ✓ Lessons learned documents

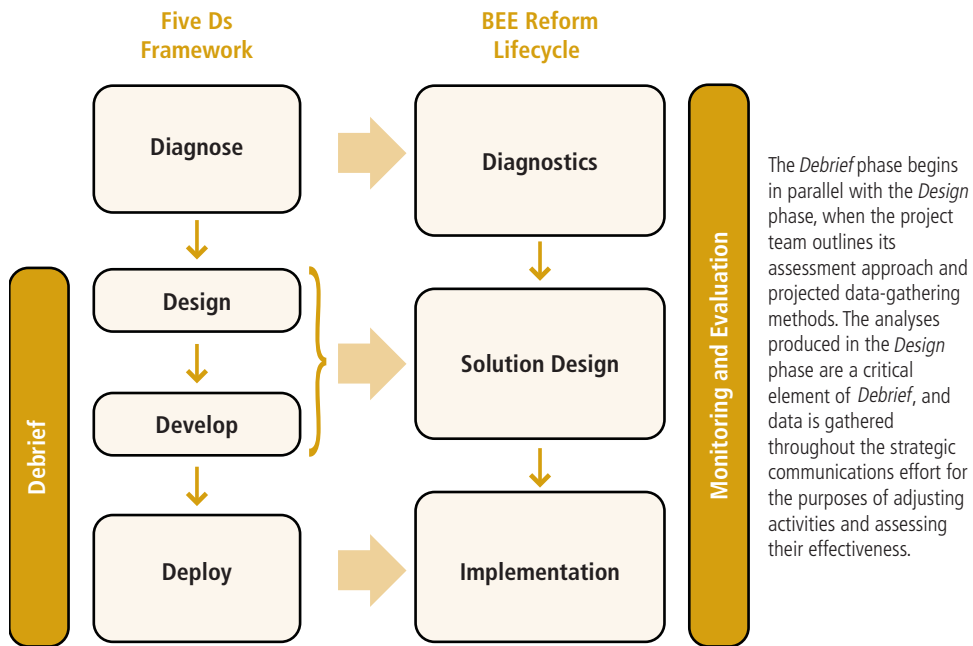
“Ultimately, managers would like to be able to answer the question: are target audiences changing knowledge, attitudes, beliefs, and behaviors as intended? Economic reform is such a dynamic and long-term undertaking that it will be almost impossible to identify a clear relationship between the communication component and the ‘success’ of economic reform. The practical approach is to assess whether the audiences targeted are becoming better informed about the issues and whether attitude shifts have occurred which will likely support the behavior change goals identified for each of the target audiences.”

— Cecilia Cabañero-Verzosa and Paul Mitchell in
“Communicating Economic Reform”

The *Debrief* phase focuses on assessing the effectiveness of strategic communications. Traditional communications activities in a reform environment have often been measured by “outputs”—how many products were distributed or how many people attended an event. Some projects have gone further, working to assess “outcomes,” including how awareness of a reform issue increased. Measurement of truly strategic communications in BEE projects must be broader and more rigorous. Effectiveness should be measured by whether the target audience *understood* messages of the campaign and whether they *changed behaviors* as a result. An assessment of strategic communications should also examine how adoption of prescribed behavior changes enabled or accelerated reform.

Phase Questions	Prerequisites
<p>Were the engagement strategy and the communications campaign effective in achieving the established goals and objectives?</p> <p>How should effectiveness of communications be assessed and measured?</p> <p>What are the specific success indicators for strategic communications?</p> <p>Which data-gathering methods should be used for measuring communications impact?</p>	<p>Conducted baseline assessments. Pre-campaign assessments, such as <i>Diagnose</i> phase research, establish a baseline to measure <i>changes</i> in awareness, attitudes, and behaviors.</p> <p>Documented engagement goals and communications objectives. Evaluations of campaign effectiveness measure the extent to which the campaign achieved the goals and objectives defined in campaign design. Targets for measurement must be pre-defined.</p>

Figure 7.1: Debrief Phase Timing



This results-based approach to measurement is the most direct way to define the contribution of communications and stakeholder engagement, and positions the project manager to be able to argue the benefits of investing in strategic communications. A good assessment evaluates the overarching impact of the campaign by defining goals, objectives, and targets in the *Design* and *Develop* phases and measuring the campaign’s progress against those targets throughout the *Deploy* phase. The key outputs of this phase are:

- **Campaign Evaluation**—Assesses effectiveness of the campaign and its activities.
- **Strategy Evaluation**—Assesses effectiveness of the engagement strategy and contribution to reform.
- **Lessons learned documents**—Enable sharing knowledge and lessons learned with peers.

7.1. Monitoring and Evaluation Approaches

Monitoring and evaluation (M&E) of strategic communications is closely linked to planning and must begin while the campaign is being designed. This chapter covers the specific M&E approach for the communications component of BEE reform, but implementation of this phase begins early on. The M&E approach should be reflected in the success indicators that are a part of both the *Engagement Strategy* (focuses on who is critical to influence) and the *Communications Plan* (focuses on which audiences will be targeted to change what behaviors). Engagement goals and behavior change objectives of these plans must be associated with specific measurement targets to evaluate results against an established baseline.

Although the actual goals and objectives for each strategic communications campaign will be different based on the issues addressed and the objectives of the specific BEE reform type, every monitoring and evaluation approach shares the tasks outlined in Table 7.1.

There are three phases in which measurement of communications occurs. During the *Diagnose* phase, a baseline assessment—essentially a “before” snapshot of stakeholder awareness, understanding, and existing behaviors—is made. The second measurement exercise involves monitoring and adjusting communications activities throughout the *Deploy* phase. The third follows project implementation—evaluation of the campaign during the *Debrief* phase. This last measurement determines whether the campaign actually resulted in changed behaviors, and whether those behaviors contributed to improvements in the overall reform effort. It should also assess the strength of the project team’s communications management processes.

7.1.1. The M&E Framework for BEE

IFC’s M&E methodology is standardized for all technical assistance projects.³⁴ There are differences in the indicators used for each type of reform, but the general fra-

³⁴ Geeta Batra. 2007. “Guide to Core Output Outcome and Impact Indicators for IFC Advisory Services Programs.” IFC. Washington D.C.

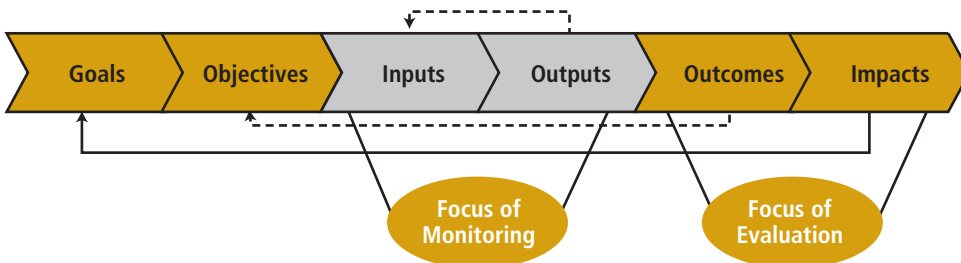
Table 7.1: Strategic Communications Monitoring and Evaluation: Core Elements

Monitoring and Evaluation Approach	
Identification of measurement indicators	Identification of success indicators is critical to formulation of the campaign. These indicators help ensure that the project is on the right track. How will engagement and communications results be measured? How will the team show that the goals and objectives identified in the strategy and plan were achieved?
Design of evaluation	To measure how the campaign achieved the specific goals and objectives identified in the strategy and plan, the team must select the type of assessment it will conduct. Will it be a before-after comparison or quasi-experimental design? What kind of baseline analysis will be conducted? How often will the campaign be evaluated and/or the data be collected?
Instruments of data collection	To use resources effectively and efficiently, the team must determine which research methods are most appropriate and realistic to measure the specific indicators chosen. (See Table 7.2 for a comparison of data collection methods.) Will the team conduct focus groups, interviews, or surveys? How will these be combined with other diagnostics?
Evaluation of impacts and contribution to reform	The supporting role that strategic communications plays in BEE reform does not always allow for a scientific study that separates other causal factors of reform impact with absolute certainty. However, an assessment can evaluate the value of strategic communications by analyzing what behavior changes the communications efforts enabled, how those changes contributed to reform results, and what the results might have been without a communications intervention.

Source: IFC and World Bank

mework applies universally. Indicators are derived from program logic models, which describe the sequences of cause and effect relationships that link program activities to intended reform impacts. Each model has six basic components as illustrated in Figure 7.2.

Figure 7.2: Logic Model for M&E



Source: Geeta Batra 2007 ("Guide to Core Output Outcome and Impact Indicators for IFC Advisory Services Programs", IFC Washington DC)

Inputs refer to the resources used in program activities and the actions taken or work performed in particular projects, such as assessments, advisory services, and tra-

ining. These activities are intended to result in *outputs* such as recommendations, reports, capacity-building events, and communications products. In turn, these outputs are expected to yield specific *outcomes* or results such as legislative enactment or implementation of a regulation. Finally, program outcomes are expected to generate *impacts*, including higher productivity, greater income, and economic growth.

Monitoring tracks mainly inputs and outputs, as well as intermediate outcomes. *Evaluation* focuses on the assessment and measurement of outcomes and impacts. In each reform effort, the project team determines—during the project’s technical solution design phase—which indicators should be measured to assess whether intended results were achieved. The project manager chooses the indicators that most appropriately link the interventions to project objectives. General BEE reform indicators are listed in Figure 7.3.

Figure 7.3: BEE Reform Indicators

Outcomes	Impacts
<ul style="list-style-type: none"> • Number of recommendations implemented, including through post-project completion monitoring • Number of new or amended laws/regulations enacted (and implemented) • Cost and time to comply with business regulations 	<ul style="list-style-type: none"> • Private-sector led growth: <ul style="list-style-type: none"> • Productive private sector investment; foreign direct investment; gross fixed capital formation • Number of enterprises • Number of jobs • Aggregate cost savings enjoyed by businesses as a result of reforms

7.1.2. An M&E Framework for Strategic Communications

The general logic model for M&E described in 7.1.1 can be used to evaluate communications outputs and outcomes, but it must be adapted to assess strategic communications impact on the overall reform.

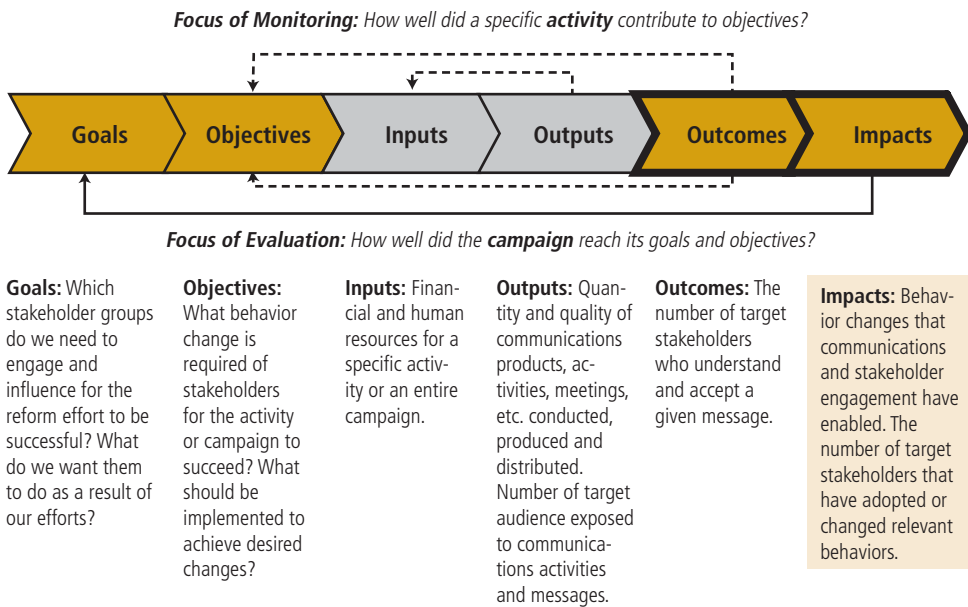
Communications campaigns and activities are commonly assessed by *outputs*: How many brochures were distributed? How many press articles were generated? How many participants came to an event? These kinds of measures miss the point: the number of inspections procedure brochures distributed, for instance, does not tell us whether entrepreneurs even *read* the brochure. It does not tell whether they *understood* it and became *aware* of proper inspections procedures. It does not indicate whether they have *used* the information in the brochure during inspections and whether that affected the *behavior* of either the entrepreneur or the inspector.

It is tempting for project teams to focus on outputs because they can be measured in the “currency” of numbers—the currency used to measure BEE reform

impact. But project managers must also measure communications by evaluating communications impacts—*changes in behaviors*. This evaluation can be used to estimate the extent to which strategic communications contributed to reform goals of private sector growth and cost savings. While difficult to quantify exactly *how much* of the improved business environment was a result of communications versus changed policies, one can *estimate* the costs and benefits of communications based on this evaluation.

Figure 7.4 presents a logic model for strategic communications monitoring and evaluation.

Figure 7.4: Logic Model for Strategic Communications M&E



Contribution to Reform*

Contribution of communications and stakeholder engagement to the desired changes required for the overall BEE reform project.

*Argued, not measured

In this model, *monitoring* tracks mainly inputs and outputs, or communications activities, as well the intermediate outcomes of those activities. *Evaluation* focuses on measuring the outcomes and impacts of the overarching communications campaign—that is, the aggregate of all strategic communications activities and efforts. Ultimately, evaluation of a strategic communications campaign assesses whether it achieved its

specific stakeholder engagement goals and communications objectives and argues (not measures) how that enabled and supported the project's broader reform goals.

7.2. How to Measure: Methods and Techniques

Both activity-level monitoring and campaign-level assessments are most effective when using a structured approach employing an appropriate mix of data-gathering and research techniques. That approach is best chosen before the campaign is developed. The project team should consider which evaluation methods and data-gathering techniques are most relevant and appropriate to the situation.

There are two common evaluation methods for measuring the effectiveness of strategic communications: quasi-experimental design and before-after observation. It is also possible to use triangulation, which entails comparing evaluations using different approaches and techniques.

Table 7.2: Evaluation Methods

Method	Definition	Pros/Cons
Before-After Campaign Observation	Observation of perceptions and behaviors of specific individuals or groups before, during, and after communications effort	Pros: Provides strong evidence for all levels of indicators Cons: Pre-observation is not always a priority at project inception; can be time-consuming; doesn't isolate campaign impact from extraneous factors
Quasi-Experimental Design	Design of information gathering with two or more groups—a "control" group(s) versus the "observed" group(s); for example, a municipal simplification project across several municipalities uses strategic communications in only four of five efforts and gauges the different outcomes or impacts	Pros: May be viewed by some as a more "scientific" method of measuring communications Cons: High potential costs and uncertainty of data quality
Triangulation	Use of multiple research methods (for instance, both one-on-one interviews and surveys) to examine the same data	Pros: Strengthens hypotheses built on existing data Cons: Cannot guarantee certainty of data Source: World Bank Group, Booz Allen Hamilton

Source: World Bank Group, Booz Allen Hamilton

Quasi-experimental design with control groups would compare behavior of those who "participated" in the campaign as audiences against those who were specifically excluded from exposure to communications. This is a rigorous method for determining impact, but in practice it is impractical. Valid comparisons require that the two groups be similar with respect to key characteristics, exposure to external events and trends, and propensity for program participation.

Alternatively, before-after observation is a practical tool for comparing baseline data assessed prior to campaign implementation with data collected afterwards. While before-after observation cannot isolate the campaign’s impact from extraneous factors, such as other events in the BEE environment, the approach is consistent with the BEE project lifecycle and is practical. Judgments of participants and expert opinions can also be used to assess the net effects of the communications campaign on knowledge, skills, or behaviors of target audiences. This is one of the most viable assessment approaches for strategic communications.

Techniques for gathering data on strategic communications effectiveness and impact vary in both intensity and quality. Data-gathering for an individual communications activity does not need to be as rigorous as for the overall campaign; however, it will be a critical input. Table 7.3 categorizes research techniques based on the outcome or impact to be measured.

Table 7.3: Research Techniques

Method	Definition	Pros/Cons	Relevant Indicators
Focus Groups	Small-group discussion led by a trained facilitator	Pros: Allows for questions not easily answered in surveys and reveals depth and differences of opinions; discussion may lead to further analysis Cons: Neutral position of interviewer sometimes difficult to maintain	Impact Outcome
In-Depth Interviews	One-to-one meetings to gain data on awareness, perceptions, attitudes, and behaviors	Pros: Provides opinion of individual interviewees Cons: Time-consuming and potential that biases will not be assessed	Impact Outcome
Longitudinal Surveys	Two or more surveys over time using exactly the same sampling of respondents who answer the same set of questions	Pros: Provides data with a high degree of accuracy Cons: Difficult to coordinate	Impact Outcome Output
Simple Surveys or Polls	Collection of standard information from a large number of subjects through polls, mailed questionnaires, telephone interviews, or face-to-face interviews	Pros: Easy way to reach a large group of people Cons: Level of detail and scope usually needs to be limited	Impact Outcome Output
Content Analysis	Systematic review of documented messages of stakeholders and press coverage	Pros: Provides very reliable data on how messages are being received Cons: Time-consuming and can be difficult to impose objectivity	Outcome Output

(Continued on next page)

Table 7.3: Research Techniques (continued)

Method	Definition	Pros/Cons	Relevant Indicators
Record-Keeping	Tracking data of all items produced and/or distributed within a given period of time, including number of media appearances and estimated exposure, number of brochures distributed, number of events held and participants at events, etc.	Pros: Easy and inexpensive Cons: Not always exact; sometimes prone to exaggeration	Process Output

Source: World Bank Group, Booz Allen Hamilton

7.3. What to Monitor: Assessing Processes and Activities

It is fine to measure communications *activities* by the number of articles published on BEE issues and whether awareness of those issues has increased, but this measurement is more tactical than strategic. *Strategic* communications goes beyond building awareness to changing behaviors to enable reform. Simply increasing awareness will not bring changes that actively *enable* reform.

Consider procurement reform in the Philippines.³⁵ A first attempt at reforming procurement law ended in a dramatic failure despite initial support from high-level officials and sound technical design. A second attempt mirrored the technical design—with adjustments identified through engagement of mid-level officials—but was accompanied by a robust communications campaign. While it is not possible to determine with certainty why the second effort succeeded, the project team recognized that strategic communications created demand for reform that had not existed

Box 7.1: Monitoring and Evaluation for Strategic Communications

Assessment of strategic communications in BEE projects occurs at two levels:

Monitoring is the *continuous* assessment of communications activities and tracking of the degree to which campaign messages and activities are achieving desired outputs and outcomes. This tracking and assessment is important to determine the quality of communications implementation and adjust tactics where necessary. However, monitoring outputs is not sufficient for assessing the value of strategic communications.

Evaluation is the *periodic* assessment of the relevance, performance, efficiency, and impact of strategic communications in relationship to stated stakeholder engagement and reform goals. Evaluation takes an overarching view of the communications campaign, the aggregate of its stakeholder engagement and communications activities, to answer two questions: Did the campaign meet its stated goals and objectives? How did the campaign contribute to the reform effort?

Source: World Bank Group, Booz Allen Hamilton

³⁵J. Edgardo Campos and Jose Luis Syquia. 2005. "Managing the Politics of Reform, Overhauling the Legal Infrastructure of Public Procurement in the Philippines." World Bank Group. Washington, D.C.

before. It also played an important role in helping the passage of legislation with relative ease and speed.

While some of the main indicators to measure include “greater awareness of the need for reform,” “increased knowledge and understanding,” and “changed stakeholder behaviors,” there are no uniformly defined performance indicators for strategic communications. Sections 7.3.1–7.3.2 present examples to help the project team determine which indicators to measure, depending on project and communications objectives. The baseline indicators will be compared with results after the campaign.

7.3.1. *Monitoring Processes*

Project teams should be able to evaluate their ability to follow processes associated with a strategic communications program. Process indicators can help assess the *quality* of the team’s approach—was it rooted in research and thorough analysis, consultation with stakeholders and partners, and validation by external resources? Following the recommended steps and ensuring quality of those steps increases the likelihood that anticipated results will be achieved and that risks can be mitigated. It also helps improve approaches for using strategic communications in future BEE projects.

The basic analytical and decision-making steps of the Five Ds Framework are applicable to all BEE reforms and project teams. Assessing process indicators is one of the few ways that managers can compare performance *across* projects, as illustrated in Figure 7.5. This can be useful for comparing different projects and identifying good practices.

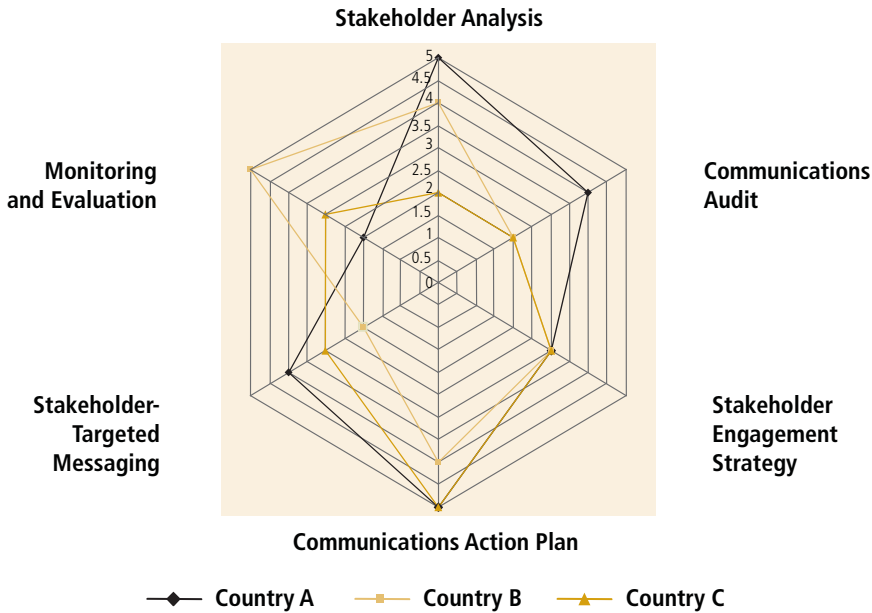
Process indicators align to the major outputs of the Five Ds Framework. Each can be assessed on a scale from 1–5, with five representing a thorough and analytical process. Table 7.4 lists indices for each suggested process indicator. Additional process indicators may be added to the list proposed in Table 7.4 for a more thorough and customized analysis.

7.3.2. *Monitoring Activities*

The design and composition of a *monitoring* approach depends heavily on the *Communications Plan*, what types of activities it includes, and what objectives and desired behaviors it reflects.

When designing the monitoring approach, the project team may want to remember that, although outputs are important to track and measure, they should also assess the quality of those activities—i.e., how *effective* the outputs were in achieving stated objectives:

Figure 7.5: Illustrative Assessment of Processes Across Projects



Source: IFC SME Department, Booz Allen Hamilton

Table 7.4: Strategic Communications Process Indicators

Strategic Communications Indicators	Specific Index Measurement	Appropriate Data Sources
Processes		
<p>1. Stakeholder Analysis conducted, and documented and validated through peer and partner review. Stakeholder assessment baseline research conducted. Baseline stakeholder evaluation conducted.</p>	<p>Index: 5 = Analysis based in research, and documented and validated by external resources. Baseline evaluation established at beginning of project to support M&E assessment 3 = Analysis conducted with secondary data or documented after project diagnostics or not validated by external source 1 = Stakeholder analysis conducted but not based in research. Includes identification and prioritization only 0 = No formal stakeholder analysis conducted or documented</p>	<ul style="list-style-type: none"> • Completed documentation • Written comments from reviewers • Baseline diagnostic research data
<p>2. Communications Audit completed, documented, and validated through peer and partner review.</p>	<p>Index: 5 = Audit conducted and based in research, documented and validated by external resource 3 = Audit conducted with secondary data and validated by external resource 1 = Channels informally assessed 0 = Channels not assessed</p>	<ul style="list-style-type: none"> • Completed documentation • Written comments from reviewers

(Continued on next page)

Table 7.4: Strategic Communications Process Indicators (Continued)

Strategic Communications Indicators	Specific Index Measurement	Appropriate Data Sources
<p>3. Stakeholder Engagement Strategy completed, documented, and validated through peer and partner review. Stakeholders prioritized, and target stakeholder strategies chosen.</p>	<p>Index: 5 = Engagement Strategy based on the results of the Stakeholder Analysis, documented, and validated through external review 3 = Documented but not validated or not based on the results of the Stakeholder Analysis 1 = Documented after project implementation begins 0 = No documented stakeholder engagement strategy</p>	<ul style="list-style-type: none"> • Completed documentation • Written comments from reviewers
<p>4. Communications Plan documented and percentage of activities completed as planned.</p>	<p>Index: 5 = Action Plan based on the results of the Stakeholder Analysis, Audit, and Strategy. Includes behavior change goals and indicators 3 = Not based in results of Analysis, Audit, and Strategy, or does not include behavior change goals, or does not include indicators 1 = Documented but lacks majority of above requirements 0 = No documented Communications plan</p>	<ul style="list-style-type: none"> • Completed documentation • Written comments from reviewers
<p>5. Messages identified by target audience and message platform distributed to all project team members and partners</p>	<p>Index: 5 = Messages developed for all audiences and message platform distributed. Project staff able to articulate campaign messages 3 = Umbrella project messages developed and distributed 1 = Messages developed but not distributed widely 0 = Messages not developed</p>	<ul style="list-style-type: none"> • Completed documentation • Program records • Survey of staff • Observations
<p>6. Monitoring and evaluation completed: Activities assigned targets, monitored, and suggested adjustments completed. Data gathering conducted to support M&E.</p>	<p>Index: Record-keeping completed: 5 = monthly assigned targets 3 = quarterly assigned targets 1 = 20% of activities assigned targets 0 = No activities assigned targets Surveys/focus groups/interviews conducted: 5 = bi-monthly 3 = annual 1 = pre- and post-campaign 0 = none Target Assignment: 5 = 100% of activities assigned 3 = 50% of activities assigned 1 = project-end 0 = none (Add scores from each subcategory, divide by three for final score)</p>	<ul style="list-style-type: none"> • Completed documentation • Program records • Interviews or survey of staff • Observation • Program records

Source: IFC SME Department, Booz Allen Hamilton

Table 7.5: Indicators for Monitoring Activities

Indicators	Illustrative Measures	Data Sources
Inputs		
<ul style="list-style-type: none"> • Staff hours spent on developing and implementing communications campaign, by seniority and activity • Number of meetings or events with stakeholders and target audiences at which senior staff articulate campaign messages • Project budget spent on communications activities • Strategic communications planning processes conducted 	<ul style="list-style-type: none"> • Number of staff weeks • Number of public statements that match campaign messages • Percentage of total project budget spent on communications • Ratings in evaluation of process (see process indicators presented in Table 7.3) 	<ul style="list-style-type: none"> • Program records • Before-after observation
Outputs		
<ul style="list-style-type: none"> • Number of communications products produced and distributed or accessible by key audiences • Number of planned stakeholder engagement interventions planned for key stakeholders • Percent of target audiences exposed to campaign messages³⁶ 	<ul style="list-style-type: none"> • Number of media/public events (press conferences, workshops) conducted for number of journalists or stakeholders • Number of key stakeholder meetings conducted for each key stakeholder audience • Number of media appearances in TV or radio • Number of media stories in TV, radio, or publications supported by the project and viewed by target audiences • Number of publications distributed to target audiences • Number of unique visitors on regulatory section of partner websites 	<ul style="list-style-type: none"> • Content analysis • Focus groups • Program records • Simple and longitudinal surveys

Source: IFC SME Department, Booz Allen Hamilton

- Is the target audience being exposed to the messages as intended?
- Can the target audience recall any message it has been exposed to?
- Did the target audience understand the meaning of any message it heard in the intended manner?
- Is the audience motivated to adjust or continue its current behavior because of hearing the message?
- Has the target audience changed any behavior because of hearing the message?³⁷

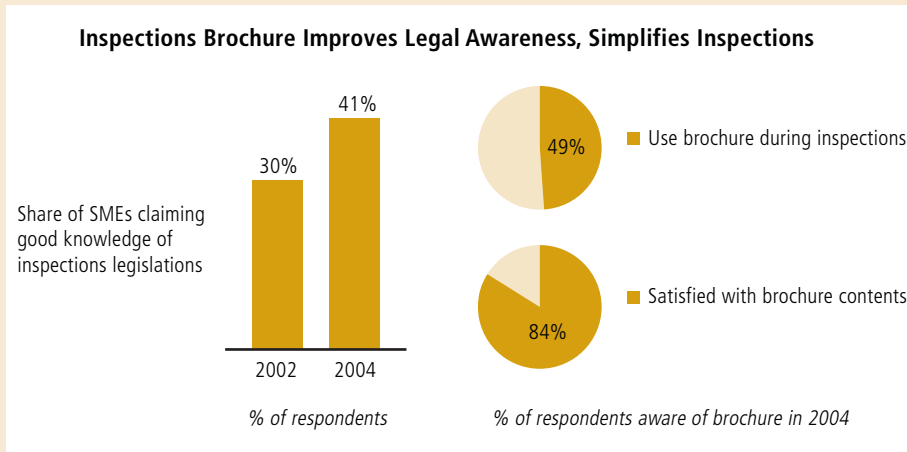
³⁶ Adapted from Cecilia Cabañero-Verzosa. 2003. "Strategic Communication for Development Projects. A Toolkit for Task Team Leaders." World Bank Group. Washington, D.C.

³⁷ Cecilia Cabañero-Verzosa. 2005. "Counting on Communication: The Uganda Nutrition and Early Childhood Development Project." Working Paper No. 59. World Bank Group. Washington, D.C.

Case Snapshot 7.1: Outputs and Outcomes of an Inspections Brochure

In Uzbekistan, IFC’s SME Policy Project distributed 32,000 copies of a brochure to SMEs describing proper inspections procedures. That figure indicated the effort’s scope but it did not tell the project team whether anyone actually read or used the brochure. Several months after the brochures were distributed, however, the project conducted a survey to assess its effectiveness. They found that 84 percent of the 3,000 entrepreneurs surveyed considered it useful, and 49 percent said they actually used the brochure during inspections. Furthermore, the percentage of SMEs claiming “good knowledge of inspections legislation” rose from 30 percent to 41 percent. The survey found that the brochure was successful in achieving its intended purpose—to raise awareness of SME rights and responsibilities and proper inspections procedures to achieve changes in behavior that would support reform implementation.

Although these results provide a fairly good picture of the outputs and outcomes of the inspections brochure, impact is measured at another level. It should assess whether increased knowledge and awareness changed the way in which inspections were conducted. Were there fewer instances of corruption or was there a change in behavior on the part of businesses or the inspectors? Measuring these indicators would provide more data to evaluate campaign impact.



Source: 2005. “SmartLesson: Improving Legal Awareness of SMEs through an Inspections Brochure.”

Using the above questions and the guidelines for defining indicators and choosing measurement and data-gathering techniques, the project team should employ a communications monitoring approach throughout the *Deploy* phase. Table 7.6 presents an illustrative activity monitoring approach. What to Evaluate: Assessing the Campaign

7.4. What to Evaluate: Assessing the Campaign

A *Campaign Evaluation* assesses how successful the strategic communications campaign was in reaching its own unique goals—engaging and achieving active participation of targeted stakeholders (even if the main targets were few), communicating a strong and consistent message to change mindsets, or achieving the specific

Table 7.6: Sample Monitoring Approach

Activity	Audience	Output Target and Measurement Method/Frequency	Outputs				Outcome Target and Measurement Method/Frequency	Outcome	Adjust?	Notes
			Q1	Q2	Q3	Q4				
1. Develop a brochure on opening and registering a small business	<ul style="list-style-type: none"> New and potential SME owners Unregistered micro businesses 	<p>Target A: Distribute 5,000 brochures in municipality with approximately 6,000 potential entrepreneurs</p> <p>Measurement A: Track number of brochures distributed to audience and record every 3 months</p>	329	2,729	1,183	982	<p>Survey: Q2: 67% Q4: 60% Average: 63.5%</p> <p>Focus group: Results indicate brochure language too complex—details compiled separately</p>	<p>Y (N)</p> <p>Y (N)</p> <p>Y (N)</p> <p>Y (N)</p>	<p>Q1: Focus groups find brochure language is too complex—need to adjust and reprint.</p> <p>Q2: Language rewritten after to simplify concepts; graphics and illustrations included; second version of brochure tested with focus groups before print and distribution.</p>	
			n/a	41%	n/a	56%				<p>Survey: 7% registered because of brochure; 23% are considering registering; 50% still think registration is too burdensome; 20% have no intention of ever registering</p> <p>Focus group: Results summarized separately</p>
		<p>Target B: Ensure 60% of target audiences receives brochure</p> <p>Measurement B: Conduct survey of target audience to measure percentage of audience reached at 6 and 12 months</p>	n/a	41%	n/a	56%	<p>Target A: 70% of those who read brochure find it informative and easy to understand</p> <p>Measurement A: Conduct survey of target audience at 6 and 12 months; Conduct focus group at 3 and 12 months</p> <p>Target B: 65% of those who read brochure say they considered registering or did register in part because of brochure</p> <p>Measurement B: Conduct survey and focus group at 12 months</p>			

behavior change goals identified in the *Communications Plan*. Measuring success is not about measuring quantities; it is about choosing relevant indicators and then linking outputs, outcomes, and impacts to those targets identified in the effort's specific goals and objectives. These indicators are unique to each project and should be formulated at the beginning of campaign design.

The strategic communications indicators for evaluating a campaign presented in Table 7.7 are general in nature. Specific indicators are entirely dependent on

Table 7.7: Indicators for Campaign Evaluation

Indicators	Illustrative Measures	Appropriate Data Sources
Outcomes		
Percentage of target audience that: <ul style="list-style-type: none"> • Correctly understand a given message • Express knowledge, attitudes, and beliefs consistent with message • Acquire the skills recommended by the message • Discuss the message with others, by type of person³⁸ • State that they support the reform 	<ul style="list-style-type: none"> • Percentage of experts or government officials (key stakeholders) who report that their opinions, views, or perceptions were changed as a result of the campaign • Percentage of other key stakeholders who report that their opinions, views, or perceptions were changed as a result of the campaign 	<ul style="list-style-type: none"> • Content analysis • Focus groups • Interviews • Simple and longitudinal surveys
Impacts		
<ul style="list-style-type: none"> • Behavior change: Percentage or number of target audience who engage in relevant business-enabling behaviors (promoting policy change or enabling implementation) compared with baseline percentages 	<ul style="list-style-type: none"> • Percentage of government officials (or other key stakeholders) who actively advocate for reform (spoke publicly in favor, vote in favor, assist the reform effort, etc.) • Percentage of key stakeholders that publicly express positive opinion about the reform • Percentage of stakeholders that adopt the recommended action/prescribed behavior change 	<ul style="list-style-type: none"> • Content analysis • Focus groups • Interviews • Simple and longitudinal surveys
Contribution to Reform		
<ul style="list-style-type: none"> • Relative ease, speed, or quality of reform resulting from that behavioral change 	<ul style="list-style-type: none"> • Increased priority given to reform directly related to stakeholder communications efforts; • Increased number of businesses that participated in the new processes or procedures as a result of stakeholder communications efforts • Acceleration of acceptance of legislation by businesses as a result of stakeholder communications efforts 	<ul style="list-style-type: none"> • Argued, not measured, by an expert using interviews and/or observation

Source: IFC SME Department, Booz Allen Hamilton

³⁸ *Ibid.*

the unique goals and objectives identified in the project's *Engagement Strategy* and *Communications Plan*. The project team will want to choose indicators based on its ability to reflect how the specific campaign objectives have been achieved.

A strategic communications *Campaign Evaluation* should assess:

- whether the campaign achieved its specific stakeholder engagement goals and communications objectives; and
- how the campaign enabled and supported the project's broader reform effort.

Keep in mind that it is entirely possible for a communications campaign to have achieved its objectives, and yet not to have enabled reform. If, for instance, the engagement strategy was poorly designed, or rooted in poor research, it may have reached the wrong audiences.

In the Philippines' initial attempt at procurement reform, the project team was successful in achieving the support of the high-level officials, but because they underestimated the influence of mid-level officials, the reform failed.³⁹ No matter how effective their efforts were at targeting the chosen stakeholder groups, they did little for the reform effort. This kind of evaluation helps to identify "weak links" in how the *Engagement Strategy* was designed.

7.4.1. Assessing Achievement of Goals and Objectives

The communications campaign should ultimately be assessed by its effect on awareness and understanding (outcomes), changes in behavior (impacts), and by monitoring and tracking evidence of these changes. This assessment is documented in the *Strategy Evaluation*. Table 7.8 provides an illustrative assessment of a campaign's goals and objectives, relevant indicators, and impacts.

The project team can also map outcomes to specific engagement goals to evaluate how the campaign helped to redraw the stakeholder landscape from the baseline version presented in the team's *Stakeholder Analysis*. Questions to consider include:

- What was the degree and nature of the movement along the influence and support dimensions of the stakeholder map?
- Did any stakeholders become more actively involved in promoting the reform as a result of engagement?

³⁹ J. Edgardo Campos and Jose Luis Syquia. 2005. "Managing the Politics of Reform, Overhauling the Legal Infrastructure of Public Procurement in the Philippines." World Bank Group. Washington, D.C.

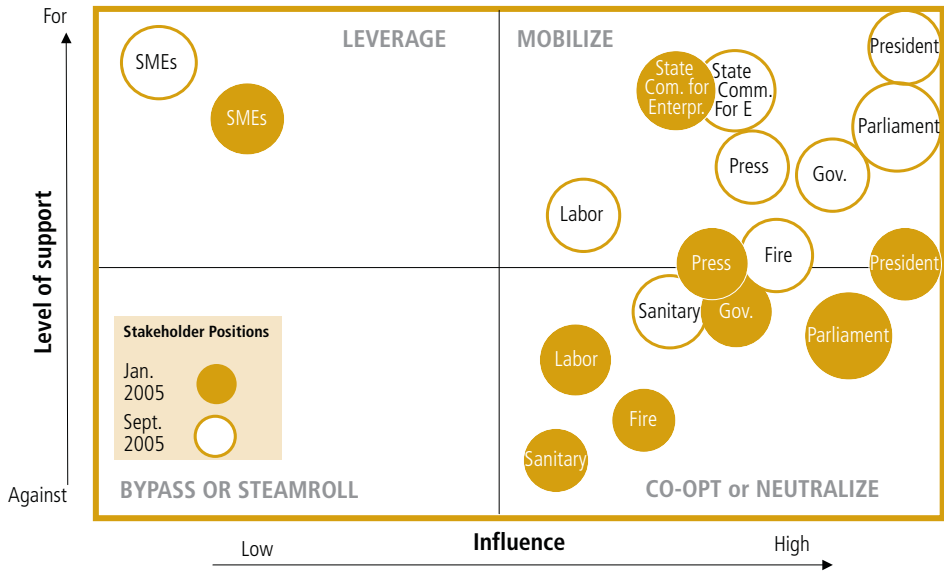
Table 7.8: Illustrative Campaign Impact Assessment: Business Permits Reform

Engagement Goal: Increase level of support and activity of high-influence stakeholders for reforming the business permit system Communications Objective: Cultivate high-level champions				
Target Stakeholder	Approach/ Technique	Impact Indicators	Strategic Communications Impact	Summary
President and Advisors	Before-after observation, content analysis	<i>Behavior change:</i> Voting records Public support expressed	Active support for permit reform increased: <ul style="list-style-type: none"> • President supported legislation • President addressed business forums and served as keynote at launch event • Five of eight top advisors appeared in media to support legislation 	In this case, a high-level champion (president) was successfully cultivated. In this example, outcome indicators (not shown here) would have been those that identified that the president and his advisors understood the need for reform—such as a positive indication of general support. Strategic communications impact is measured by the behavior changes of high-influence stakeholder needed to make reform successful.
Private Sector and SMEs	Before-after observation, surveys, focus groups	<i>Behavior change:</i> <ul style="list-style-type: none"> • Support and participation in permit reform process 	Awareness of need for reform increased: <ul style="list-style-type: none"> • 100 percent attendance at stakeholder workshops • An increase of 50 percent (from baseline) of survey respondents ranked permit reform as top priority for government 	In this case, the level of public expectation for reform (outcome indicator not shown here) bolstered political will of a high-influence stakeholder. Strategic communications impact is measured by the behavior changes that created pressure for reform that increased level of activity of businesses to advocate for reform and then adopt the new policies.

Source: IFC SME Department, Booz Allen Hamilton

In addition to comparing a post-campaign assessment to pre-campaign or baseline assessments, the project team may return to the stakeholder map used in the original *Stakeholder Analysis*. Figure 7.6 compares the BEE Policy Project in Ukraine’s pre-campaign mapping of stakeholders for business permits reform to a post-campaign assessment of those same stakeholders.

Figure 7.6: Ukraine Permits Reform Before-After Stakeholder Map



Source: 2006 Case Study: Designing messages for Ukrainian Campaign on Permit Reform

Table 7.9: Illustrative Campaign Evaluation Approach for ADR

Campaign Objectives		
	<ul style="list-style-type: none"> • Increase the knowledge and understanding of Alternative Dispute Resolution (ADR)/Mediation as an alternative to litigation and the formal court system among the legal community, civil society and the private sector. Inform them of the benefits of commercial mediation or any other form of ADR. • Secure the commitment and support of stakeholders to the introduction of ADR • Increase use of new ADR process by increasing stakeholder understanding of the role and importance of the Mediation Center and the mediators and judges in the process of settling disputes through commercial mediation 	
Indicator Type	Indicator	Data Source
Outputs	<ul style="list-style-type: none"> • Number of substantive media reports produced • Number of press releases distributed • Number of public information events held or sponsored by project • Number of TV/radio spots aired • Information posted to project website • Number of judges and mediators training/information events 	Program records Content analysis
Outcomes	<ul style="list-style-type: none"> • Percentage of mediators and judges who report understanding of new ADR procedures • Percentage of businesses who report satisfaction with information available to support ADR procedures 	Focus group Training participant survey Court survey

(Continued on next page)

Table 7.9: Illustrative Campaign Evaluation Approach for ADR
(continued)

Indicator Type	Indicator	Data Source
Outcomes	<ul style="list-style-type: none"> Percentage of survey respondents (all stakeholders) strongly agreeing or agreeing with the statement that they have obtained new knowledge and understanding of the ADR process Number of judges participating in ADR that report thorough understanding of ADR process Number of unique visitors to ADR project website 	
Impacts	<ul style="list-style-type: none"> Number of business associations promoting ADR mechanisms among its members where played a role in the process Increased number of cases referred to ADR by judges supported by communications impacts Increased number of disputes resolved through ADR/Mediation supported by communications impacts Number of courts referring cases to ADR/Mediation supported by communications impacts 	Business association survey Court survey Program records Court survey

Source: Lukasz Rozdeiczner and Alejandro Alvarez de la Campa. 2006. "Alternative Dispute Resolution Manual: Implementing Comercial Mediation." IFC. Washington, D.C.

Although this evaluation is subjective, the project team’s indicators should help to identify changes in support, influence, or level of activity of targeted stakeholder groups.

Because the reform project may leverage a range of stakeholder engagement methods—such as public–private dialogue—it may be difficult to disaggregate the effect and impact of the communications campaign. If the two efforts were highly integrated, it may be useful to produce a joint assessment of the stakeholder engagement.

7.4.2. Assessing Contribution to Reform

*“Impact assessments center on comparing the situation where the intervention occurred with **what would have occurred had there been no intervention at all.** While the counterfactual cannot be observed or known with complete certainty, the concept of comparing observed outcomes to this hypothetical state underlies all valid approaches to assessing impacts.”⁴⁰*

In addition to assessing the impacts (i.e., behavior changes) that demonstrate how the campaign achieved its objectives, evaluation should strive to show how

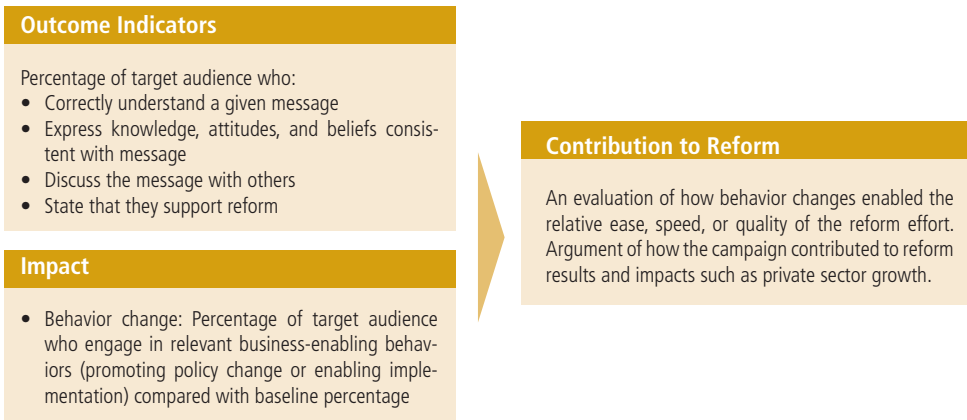
⁴⁰ Geeta Batra. 2007. “Guide to Core Output Outcome and Impact Indicators for IFC Advisory Services Programs.” IFC. Washington D.C.

strategic communications contributed to the overall reform effort (i.e., reform impacts).

This assessment should focus on whether strategic communications helped bring a *better, faster, or more enduring* reform:

- How did relevant changes in behavior and the stakeholder landscape benefit the reform initiative?
- Did the communications campaign contribute to the relative ease, speed, or quality of the initiative or the implementation?

Figure 7.7: Indicators Can Be Used to Argue Contribution to Reform



Source: IFC SME Department, Booz Allen Hamilton

Answers to those questions can be argued based on data gathered throughout campaign and *Debrief* phase activities, but task managers will recognize that it is not possible to quantify those answers or ascertain with certainty what would have happened had there been no strategic engagement and communications. While conducting this assessment is an important exercise, the nature of communications and engagement does not allow for a scientific study that separates other causal factors of reform impact with enough certainty to distill the results into discrete quantities. Tools for estimating strategic communications impact, including before–after studies with reflexive controls, participant judgment, expert opinion, and case studies. However, experts recognize that this contribution is “argued, not measured.” Table 7.10 provides an example of this kind of assessment and the relevant arguments for how the campaign contributed to reform.

Table 7.10: Illustrative Assessment of Communications Impact on Reform Program

Impact of Communications			
Communications and Engagement Goals	Impact Indicator	Communications Impact	Contribution to Reform
1. Achieve high-level support from mayors and advisors to support reform	<ul style="list-style-type: none"> Active and visible public support of municipal leadership for new legislation 	<ul style="list-style-type: none"> Mayors placed business permits reform at top of agenda Mayors publicly supported reform through bi-monthly public appearances in each municipality 	<ul style="list-style-type: none"> Increased speed of new regulations Decreased resistance from mid-level employees
2. Establish local ownership of reform effort to increase sustainability	<ul style="list-style-type: none"> Active participation of the municipality in the reform Ownership of reform mandates 	<ul style="list-style-type: none"> Media campaign used mayors and private sector representatives as key spokespersons in 90 percent of press coverage 	<ul style="list-style-type: none"> Increased sustainability of policy reform by ensuring local sponsorship
3. Decrease resistance to reform by mid-level government employees	<ul style="list-style-type: none"> Adoption and consistent application of new processes and procedures Increased expectations of adherence to process by private sector businesses 	<ul style="list-style-type: none"> 90 percent of businesses surveyed reported a permits experience consistent with the procedures published in the permits brochure distributed to all businesses 99 percent of government employees surveyed answered with responses that demonstrated understanding of the redesigned processes as published through internal communications campaign 	<ul style="list-style-type: none"> Increased understanding of the processes by the private sector Increased understanding of the new process by the public sector Raised private sector expectations Help ensure adherence to policy Easily accessible and consistent publishing of process documentation helps support continuous application of rules and regulations
4. Ensure successful adoption of new business processes by the private sector	<ul style="list-style-type: none"> Increased application for new permits by businesses (percentage) 	<ul style="list-style-type: none"> 98 percent of businesses surveyed understood the new procedures 99 percent of businesses surveyed believe the new processes are simpler, faster, and cheaper New business registrations increased 400 percent year over year compared with declines in last three years 	<ul style="list-style-type: none"> Integrated communications campaign increased private sector awareness of new business processes to enable adoption of new procedures Integrated communications campaign increased understanding of reform benefits to encourage businesses to register

Source: IFC SME Department, Booz Allen Hamilton

7.5. Celebrating Successes and Sharing Lessons Learned

Monitoring and evaluation are not used only to measure the results of a discrete program, but also to contribute to the success of future programs. A robust evaluation of strategic communications—with a clear discussion of outcome and impact indicators—provides the team with evidence of the impact of strategic communications and can bolster the project manager’s argument that strategic communications was a good investment.

Monitoring outcomes and ongoing evaluation also allow the team to celebrate successes at appropriate steps along the way. A survey that shows a marked movement in perceptions, for instance, is cause for celebration. The results can also be used to generate momentum for reform among stakeholders and to spark media interest.

Once the project is completed, the project team may want to host a “lessons learned” exercise or seminar to evaluate successes and good practices, document challenges and pitfalls, and share successful strategies. This exercise provides a team with an opportunity to sit down with stakeholders and partners to discuss unanticipated or unintended outcomes and consider how things might have been done differently.

Careful evaluation of the strategic communications component will provide the project team with materials to transfer its knowledge and experiences and provide valuable and insightful lessons learned. Writing an assessment for distribution through IFC’s Smart Lessons program or the World Bank’s Rapid Response Unit website will allow peers seeking lessons learned to access the information when they need it.⁴¹

Many lessons learned documents tend to focus on successes, but those documents are most useful when they showcase what went well, what did not, and what the team learned as part of the process of developing a strategic communications campaign. Conveying both sides of the equation not only increases the utility of this information product, but also lends credibility to the document and to project teams.

Measuring effectiveness, celebrating and documenting successes, and identifying lessons learned: These are the best ways to explain why strategic communications matter. Each project team that uses these tools contributes to the growing body of knowledge and understanding among BEE practitioners of why strategic communications matters, what it can do for reform, and how it is done well.

⁴¹ rru.worldbank.org/Themes/PromotingReform

Box 7.2: Debrief Phase Exit Checklist

Have you:

- Conducted a baseline assessment as part of your M&E approach?
- Selected an evaluation design that identifies data collection methods and timing?
- Documented outcome and impact indicators? Documented process indicators?
- Reviewed campaign results against goals and objectives, comparing original objectives to results?
- Identified relevant institutions to serve as project partners/advisory team?
- Considered retention of independent evaluator?
- Solicited feedback from internal and external stakeholders?
- Documented positive and negative results from stakeholder feedback and lessons learned in post-initiative Campaign Evaluation and Strategy Evaluation?
- Conducted a documented “lessons learned” exercise?
- Drafted recommendations for possible changes/improvements?
- Shared evaluation results with key stakeholders?

Part II
Case
Studies

Case Studies

1. Dispelling Myths and Changing Behavior in Ethiopia

Ethiopia's bid for World Trade Organization (WTO) accession needed a strong engagement effort to build support for controversial reform in a challenging political environment. Strategic communications advanced the accession process by addressing common misperceptions about the WTO and reducing resistance to reform. As a result, the Memorandum of Foreign Trade Regime (MFTR), the first step in accession, passed.

Project Overview

In January 2003, Ethiopia filed an application to join the WTO. From the initial application to membership, WTO accession has three major phases:

- Fact finding, sector-specific, and bilateral negotiations
- Submission of the working party report
- Protocol of accession

The initial fact-finding phase is a rigorous process fraught with uncertainty. It requires understanding complex new subject matter and demands considerable resources and political will.

In February 2005, at the request of the government of Ethiopia (GoE), the

Case Facts

Country: Ethiopia
Partners: Ethiopian Ministry of Trade and Industry, USAID, World Bank, European Commission (EC), United Nations Development Programme (UNDP), WTO, Booz Allen Hamilton
Reform Type: Investment Policy & Promotion Support

Results Snapshot

Following an unsuccessful attempt to gain approval for the MFTR, communications activities generated the support necessary for its approval. Activities and results included:

- 26 targeted outreach activities that reached 1,257 participants:
 - 12 WTO awareness events;
 - four trade law and economics courses taught at Addis Ababa University;
 - three workshops for members of parliament;
 - one Technical Committee event; and
 - six capacity-building events for 100 trainees.
- Lessons Learned Seminar generated eight articles in Addis Ababa press.
- Key government stakeholders—including the prime minister's office—became involved.

U.S. Agency for International Development (USAID) launched the “Doha Project” to assist the country with the complex and procedure-heavy accession process. The project’s goals were to facilitate WTO-related reforms and assist the government with process management, policy reform, and institutional strengthening.

Early on, the Doha Project team observed that the lack of enthusiasm key government officials had for accession was slowing the process. Following highly contested elections in 2005, the political landscape changed and internal tensions mounted, reinforcing a climate of caution that resulted in further delays. WTO reformers considered the slow pace of the accession process a result of a lack of understanding, ingrained personal interests, and a lack of political will.

The need for effective communications and outreach became clear when the Council of Ministers delayed approval of the MFTR, the first concrete step toward accession. In response, the project team launched a dedicated effort to educate a wide cross-section of stakeholders about the reform, dispel myths, and address concerns that impeded the effort.

Communications and Engagement Approach

The communications and outreach effort initially examined who resisted reform and why. The project team then delineated a strategy to address and overcome that resistance. The team analyzed stakeholders to assess the landscape, and then set three objectives:

- **Enhance understanding** of accession issues.
- **Gain buy-in** for reform among key stakeholders.
- **Increase** the government’s stake in accession reform success.

The project team then formulated targeted audience messages and identified tools to deliver messages and educate audiences about WTO issues and impacts.

Identifying Key Stakeholders and Impediments to Reform

The communications program began with an effort to assess stakeholders. The team conferred with donors, government officials, and private sector representatives to understand their perceptions and identify potential supporters and detractors. The project also relied on the insight of its local staff whose strong belief in the importance of reform for Ethiopia and solid understanding of the landscape helped identify areas of resistance. Reviewing stakeholder perceptions, such as the fear of competition in the private sector, allowed the team to identify barriers to reform and tailor messages to overcome resistance.

Delivering Messages and Dispelling Myths

To engage the owners of reform—GoE officials—the team worked to build a dialogue that could directly address specific areas of concern and resistance through:


- **face-to-face meetings** with senior government officials to secure their support and generate discussion on the need for changes to existing laws and procedures; and
- **consultations** with ministry and agency heads to share best practices from new WTO members and discuss how Ethiopia could best take advantage of the benefits of trade liberalization.

Approximately one year after the consultations began, officials representing the Ministry of Trade and Industry agreed to meet on a monthly basis. In addition, the Doha Project's chief began to engage in routine—sometimes daily—contact with the head of the WTO Affairs Department at the Ministry of Trade and Industry. These consultations, which the team used as both an engagement strategy and a data-gathering exercise, served to:

- **deepen understanding** of the economic and development impacts of WTO-driven policy reforms among officials;
- **detect sources of resistance**, enabling development of targeted messages that would address misconceptions and concerns; and
- **identify the need for in-depth discussions** with members of Ethiopia's Parliamentary Trade Committee.

As part of its response, the project organized a pair of three-day workshops to brief members of parliament on the opportunities and challenges of WTO accession, as well as their role in the process. Eighty members of the Parliamentary Trade Committee and other selected committee chairmen attended. Event facilitators reinforced messages through case studies, discussions, and group activities.

In addition, the team produced a communications brief called “Ten Myths.” This short and easy-to-read brief served as a vital tool for dispelling common misperceptions about the WTO among government and private sector stakeholders. The brief also reinforced messages regarding the benefits of accession, including:



TEN MYTHS AND FACTS ABOUT WTO ACCESSION

<p>MYTH 1: The process of WTO accession is out of the control of the Ethiopian government.</p>	<p>FACT: Ethiopia's accession pace is largely determined by the Ethiopian government, with input from the private sector and civil society. Everything from the initial stages of submitting documents to the WTO Secretariat to the negotiation stage depends on the timeliness of steps made by the acceding country. Also, WTO Member countries adopted guidelines in 2002 to make the accession process easier for least developed countries such as Ethiopia. As a part of this commitment, the WTO provides assistance to acceding countries and WTO members have pledged to “exercise restraint” in seeking concessions and commitments on trade in goods and services.</p>
<p>MYTH 2: WTO accession will open Ethiopian markets to a flood of cheap imports.</p>	<p>FACT: WTO accession does not require Ethiopia to dismantle tariffs on imported products. Tariffs can be used as a tool to raise public revenue. In fact, tariffs are the only protection instrument generally allowed by the WTO system. During the accession negotiations, WTO member countries will ask Ethiopia to bind its tariffs—that is set a range of tariff limits—not necessarily to reduce them. Since Ethiopia already has a relatively low average tariff rate (17.5%) and few restricted items, Ethiopia will probably not be asked to make significant tariff reductions. Therefore, WTO accession should not result in a sharp increase in imports into the country.</p>

The USAID Doha Project's “Ten Myths” Brief.

- a more secure and predictable market for agricultural exports;
- more favorable rules for imports and exports; and
- increased investment into the Ethiopian economy.

Printed in English, the brief's intended audience was the policy and business community, where English is widely spoken. Within nine months, the brief was distributed and discussed at 12 outreach events and six workshops attended by a total of 567 stakeholders from the government, civil society, and the private sector. As of this publication, the brief continues to be distributed at all relevant events. From a project management perspective, the brief's wide distribution freed the technical team to focus subsequent discussions on actionable items in order to drive the process forward.

Facilitating Public–Private Dialogue

The WTO Lessons Learned Seminar was a successful and influential activity organized by the Doha Project. Panelists from recently acceded countries included Sok Siphana (Cambodia), Riad al Khouri (Jordan), Zoran Jolevski (Macedonia) and Ben Irvin, a veteran of nine WTO accessions. Held in March 2006, the event covered:

- pros and cons of WTO accession, including benefits versus the costs of delay;
- procedures, strategies, and tactics for acceding, including strategies for mitigating costs associated with accession; and
- anecdotes from new members, including examples of how to handle accession challenges.

More than 100 representatives from the private sector, the WTO Technical Committee, and the GoE attended, including the Minister of Trade and Industry, Girma Biru; the State Minister of Trade and Industry, Ahmed Tussa; and the Addis Ababa Chamber of Commerce President, Eyesuswork Zafu.

In addition, the prime minister's economic advisor attended. Before the seminar, the prime minister's office had not been engaged in the work of the Doha Project. Its active participation indicated that the communications effort was reaching its intended audience. The project team also leveraged the seminar to gain press coverage for WTO accession. The team



Magdi Amin, Head of World Bank Private Sector Development for Ethiopia and Sudan, listens to a presentation at the March 2006 Lessons Learned seminar in Addis Ababa. Participants in the background include representatives of the private sector, civil servants, members of parliament, and donors.

briefed ten journalists or editors before the event, resulting in eight articles in the Addis Ababa press.

Other events used to facilitate public–private dialogue included:

- **Four Regional WTO Awareness Workshops.** In partnership with the WTO Affairs Department at Ministry of Trade and Industry (MoTI) and the Ethiopian Chamber of Commerce, the project sponsored four WTO awareness workshops in Ethiopia’s major urban centers (Bahir Dar, Awassa, Mekele, and Nazret). On average, 65 participants attended each workshop, including academics, public officials, and private sector representatives from each region’s chamber of commerce.
- **Sectoral Association Workshops.** The project also initiated a series of industry-specific workshops with 20 heads of Ethiopian sectoral associations and the Ethiopian Manufacturing Industries Association. The objective of these workshops was to dispel the business community’s myths about WTO and provide information to help businesses prepare for changes associated with accession. At the time of publication, follow-on workshops were being planned at the request of sectoral association heads for members of the meat processing, chemical, textiles, pharmaceutical, and banking industries.

Solidifying the Government’s Commitment Through the Media

To build momentum and generate government support for accession, the team worked to bring government officials to public forums where their participation could help cement commitment to accession. The team worked closely with the U.S. Embassy Public Affairs Office, USAID, and other donors to promote press coverage of WTO-related events and seminars and to encourage attendance and coverage of the government’s participation.

For instance, a week before the WTO Lessons Learned Seminar, the team held a press briefing to encourage informed coverage of the event. As a result of the briefing, some journalists shifted their viewpoint from a cautious or negative stance, to a more supportive or less critical one. At the very least, journalists exhibited a more informed perspective on accession. Moreover, by anchoring the media in the event, WTO accession received press coverage that:

- painted an image of the government as a driver of WTO-related reforms; and
- publicly associated the government with the accession’s success or failure.

With its reputation tied closely to WTO accession and the topic covered accurately by the media, the GoE commitment to reform began to grow, as evidenced by the successful passage of the MFTR.

Conclusions and Lessons

In November 2006, the Council of Ministers approved the MFTR that it declined in 2004. Stakeholder engagement and communications advanced the WTO accession and reforms by increasing support and decreasing resistance among high-level officials. Giving officials tools to understand the concepts and navigate the accession process decreased resistance.

Proactive, coordinated, targeted, and continuous communications with key stakeholder groups contributed to a rise in political will and support from the government for WTO accession, as illustrated by the passage of the MFTR. While visibility of the topic in the press did not eliminate opposition, it did help associate the government with the success or failure of the accession process. Lessons from this experience include:

- **Understand the source of and rationale for resistance.** Knowing who resisted reforms and identifying the reasons for that resistance informed messaging strategies and communications materials.
- **Address areas of resistance directly.** Directly addressing fears and misconceptions about the WTO and free trade educated stakeholders and enabled the team to direct the stakeholders' attention to the benefits of WTO-related reforms.
- **Use the media to set expectations and play to political incentives.** After the media reported the government's commitment to reform, it set a public expectation that the government would "follow through."
- **Coordinate with counterparts.** Sending a unified message on the reform's benefits ensured that the message was widely heard, while coordination generated pressure for reform from many angles.

Sending a Unified Message Through Donor Coordination

Donors involved in economic reforms took extraordinary measures to ensure that their efforts were well coordinated. They created the Development Assistance Group (DAG) to bring together representatives from bilateral and multilateral donor agencies once a month to discuss their projects and activities. In 2005, members from the DAG who worked on WTO issues in Ethiopia formed the WTO Cluster Group to tackle accession issues and to send a strong signal to the GoE regarding the need for reform and the cost of delaying the WTO accession process. Coordination with other donors provided two key benefits:

It ensured that all projects complemented each other's activities and that resources were leveraged efficiently

It resulted in consistent messaging and communications with the GoE about the importance of WTO accession and the negative impact of resisting reforms.

Case Contributors

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2. Consulting with Stakeholders to Bring a New Tax Code to Georgia

When a new government in Georgia pushed for a new tax code, reformers successfully achieved legislative change through stakeholder engagement and public-private dialogue. Although this achieved important goals, the new tax code was not accompanied by a robust communications effort and thus lost an opportunity to engage small businesses—both formal and informal—as well as future generations of entrepreneurs to achieve a more effective and sustainable reform. In 2007, the tax code reform initiative was slated to incorporate strategic communications tactics to help increase acceptance of new tax codes among stakeholder groups through a public awareness campaign.

Project Overview

At the end of 2003, Georgia faced major fiscal challenges. Corruption was widespread, taxes were unpaid, considerable arrears had accumulated, and the tax code was recognized as ineffective and complex. The November 2003 Rose Revolution brought to power a new administration with a serious intent to reform. In the fiscal sphere, it was apparent that existing tax legislation could not meet the new government’s requirements for transparency and a friendlier business environment.

The new government launched a tax code reform initiative, motivated in part by its desire to quickly and tangibly deliver on reform promises of the Rose Revolution.

The effort was spearheaded by the Ministry of Finance (MoF), while donor organizations—particularly the World Bank and the International Monetary Fund (IMF)—provided expertise, model tax codes, and lessons learned in international tax code reforms. The government solicited input from numerous stakeholders—non-governmental organizations (NGO), international tax experts, the business community, and parliament—creating a participatory process that engendered acceptance of the code among those groups.

Case Facts

Country: Georgia
Partners: The Government of Georgia, World Bank, IMF, American Chamber of Commerce, Federation of Georgian Businessmen, USAID, BearingPoint
Reform Type: Regulatory Simplification—business taxation and tax administration

Results Snapshot

When the Rose Revolution swept a reformist government to power in 2003, one of the government’s top priorities was to reform the tax code. By engaging stakeholders, reformers achieved legislative change. These were some of the activities and results:

- Parliament passed a new tax code within less than a year of the start of stakeholder engagement efforts.
- Stakeholder engagement paved the way for ongoing public-private dialogue.
- The number of registered businesses in Georgia has tripled between 2005 and 2007.

The new tax code was passed by the legislature in December 2004 and took effect in January 2005. The legislative side of the reform was very successful. It passed with few opponents in parliament, and the stakeholders who were engaged in crafting it offered full support.

Implementation of the new code, however, has been less uniformly successful in part because, without a dedicated communications and awareness campaign, all stakeholders—including the public—do not understand the new tax code's implications. Improving the business climate will require constructive implementation of the new code among all stakeholder groups, including the public and the many small or informal businesses it represents.

Communications and Engagement Approach

The engagement effort focused on gathering stakeholder input and building support to rapidly pass a business-enabling tax code. After the tax code was passed, stakeholder engagement efforts left behind a strong and enduring public–private dialogue. Recognition of the need for a dedicated public communications campaign to improve implementation success occurred later, and a public awareness campaign was scheduled to begin in 2007.

Increasing Acceptance Through Stakeholder Engagement

The tax code drafting team had two primary goals in engaging stakeholders:

- Solicit input and feedback to shape the tax code with business needs in mind.
- Build stakeholder support through a collaborative drafting process.

The MoF's tax code drafting team spearheaded a stakeholder engagement effort through:

- working groups and conferences; and
- ongoing face-to-face meetings on technical elements of the tax code.

Stakeholders included officials from the MoF, Tax Department, Ministry of Economic Development, MPs, the Budget-Financial Committee, international and local experts, IMF, World Bank, NGOs, business representatives, and business associations, including the American Chamber of Commerce and the Federation of Georgian Businessmen. The team developed and presented ideas that were then rigorously discussed by participants. The conclusions of the discussions were incorporated into the draft code.

As a result, reformers gained wide support for the tax code as they generated ownership among participants. This enabled the reform's passage through parlia-

ment in December 2004 with little opposition, and it won broad-based support for future tax reforms, as demonstrated by the multiple revisions that occurred after 2004.

“Our economic reforms are creating the world’s simplest, cheapest, and most attractive place for doing business.”—Prime Minister of Georgia Zurab Nogaideli at the Reformers’ Club conference in Washington, DC, April 17, 2007

Building an Enduring Public–Private Dialogue

The stakeholder engagement effort was conceived and executed in a manner that encouraged ongoing public–private dialogue beyond the initial effort. After parliament passed the tax code, the Georgian government and donors recognized a need to continue reviewing and refining tax laws. The success of the previous public–private partnership provided a framework for continued cooperation among the government, the private sector, NGOs, and donors.

According to Georgia’s First Deputy Minister of Finance, Lasha Gotsiridze, reform ideas today are developed at the government level and then rigorously discussed with the business community and local and international experts. Government officials have indicated in interviews that this collaborative process will continue to be the basis for future reforms in Georgia.⁴²

For instance, in 2006, the Federation of Georgian Businessmen, in coordination with a program funded by the U.S. Agency for International Developmental (USAID), suggested 122 changes and amendments to the tax code. Seventy were adopted by the parliament. Public–private dialogue appears to be recognized as an integral part of other Business Enabling Environment (BEE) reforms in Georgia, signaling the enduring benefits of an effort to engage the private sector and build stakeholder ownership and support.

Getting More Mileage from Reform Through Communications

To achieve sustainability and maximum impact for the BEE, a major reform that is a pillar of a country’s economic structure should be matched with a commitment to public awareness. If broad sections of the public, including business owners, do not understand the reform, implementation will be difficult. Although Georgia’s reform effort was successful in engaging tax experts and members of the business community, and in the adoption of new legislation, little emphasis was placed on communicating the reform’s results and impacts to a broader audience, including small business owners, informal enterprises, and future entrepreneurs.

⁴² “Case Studies of Reform—Tax Reform in Georgia.” *Doing Business 2007: How to Reform*. The Seldon Project for Global Trade Law Assessment and Assistance.

Tax code reform is an issue that could be positioned for a wide media and communications campaign, in part because it directly affects much of the Georgian public. In this context, the media's interest could be piqued by distilling the implications of the new tax code into easily digestible and understandable language.

In fact, even specialized audiences indicated that information regarding tax compliance was not communicated well. According to Giorgi Isakadze, Chairman of the Federation of Georgian Businessmen, instructions for tax compliance remain challenging—taxpayers obtain information and instructions for filing quite late, which creates problems in their everyday activities.⁴³

“Information Dissemination” versus Strategic Communication

Distilling complex legislative information into materials that are easier for larger audiences to understand is a good practice. This February 2005 information sheet on Georgia's new tax code, available on the American Chamber of Commerce's “Investment Guide” website, summarizes original tax provisions, changes made, and analysis of the change.

This level of information is useful for explaining the reform. It can be good for audiences with some knowledge of tax issues and, depending on how sophisticated the country's media is, for audiences such as journalists, who could analyze the sheet, pull out the information that interests them most, and further distill it for mass audiences.

This is most useful, however, when complemented by a dedicated strategic communications effort. “Information dissemination” alone will not **gain support or change perceptions** of either the media or the public. Addressing these goals requires strategic communications and a dedicated effort to **explain the benefits of reform**.

Change made	Earlier provision	Comments
1. Number of taxes reduced from 21 to 7 <ul style="list-style-type: none"> Regional Income Tax, Health Tax, VAT, Excise, Social Tax, Property Tax, Tax on Gambling 	Regional Tax, Tax on Import of Natural Resources, Tax on Import of Goods, Tax on Import of Services, Tax on Import of Automobiles, etc.	The reduction in the number of taxes will reduce the tax burden on the business sector and the Tax Department can focus on the most important taxes and also reduce the tax burden on single and small business enterprises and on taxpayers.
2. Single tax in a single tax level at the rate of 20% of the single income on the employer	Employers had to pay a total of 21% of single income as contributions to several taxes levied from the employer: Social Security Fund, Employment Fund, etc. Single tax on the employer's side was 21% of wages.	Reduces the tax burden on single employer. Provides incentives to employer to employ in the region. Simplifies the tax system for employer to manage the payroll of individual employer and contributions. Reduces the tax burden on budget level.
3. VAT rate reduced from 20% to 10%. Number of exemptions reduced Single threshold of 100,000 GEL.	Earlier there were 20 separate categories of exemption. There were two thresholds of 75,000 and 100,000.	There has been harmonized and the number of exemptions has made the VAT system simple and clear for the employer and the taxpayer. The reduction to 10% is at the expense of transfer mechanism (deduction and therefore have 10% reduced to 10% of the total value of the goods, which is in the form of a credit. It will also reduce the Georgia tax system complexity in the region.
4. VAT related accounting and payment simplified for the taxpayer	Earlier the tax date for the Tax Declaration	Simplified the tax system for employer and taxpayer.
5. Personal Income Tax (PIT) changed to a flat rate of 20%.	Earlier there were several rates with a maximum rate of 20% and a top	A single rate makes the tax system simpler but also means the government has reduced its revenues.

Although the media reported on the tax code, the public remained ignorant of its benefits and key provisions. A European Union (EU)-funded survey in early 2007 found that 58.3 percent of respondents knew “little” or “very little” about their legal rights and responsibilities under the new tax code, and many expressed ignorance about who is legally obligated to pay taxes, how to dispute a tax decision, and where to pay taxes. In addition:

- Fifty-seven percent of respondents said they believe money collected through taxes was pocketed.
- Nearly 50 percent said that Georgia's taxes were higher compared with other countries.

⁴³ *Ibid.*

- Forty-one percent said Georgia’s economic situation became somewhat worse or much worse after the tax code legislation; 25 percent said it remained the same; 22 percent said it was better or much better.
- A marginal percentage of respondents (1 percent or less) received professional or basic information about the tax code from special brochures or pamphlets, the tax department, qualified professionals, or the Internet, while 81 percent received information about the tax code from newspapers, radio, or television.
- In answer to the question: “who benefits the most from effective and successful collection/implementation of taxes,” 57 percent of respondents said public officials benefited, 7 percent said businesses benefited, and 3 percent said average citizens benefited. Only 19 percent said they thought the country as a whole benefited.⁴⁴

The survey found that 81 percent of respondents received information about the tax code from newspapers, radio, or television. Extrapolating from the survey data presented above, the information they received through the media neither provided useful information (such as where to pay taxes, who is obligated to file, etc.) nor adequately explained the benefits of tax reform.

A dedicated communications and media campaign to inform the public can facilitate constructive reform implementation, engage small businesses in the reform dialogue, and educate future entrepreneurs. The results of the described survey above clearly show that “information dissemination” is not enough to engage the media, build understanding, or change behaviors in implementation. A public communications and awareness effort must distill and simplify the message to be heard by a broader audience and actively push that message out through specific channels.

Such a campaign would also reach members of the informal economy, complementing efforts to engage informal businesses and helping them transition to the formal economy. In 2006, recognizing the importance of communications in ensuring constructive implementation of the tax code, an EU-funded project began working with the MoF on a communications campaign to increase public awareness of the new tax code and subsequent changes to the law.

Case Contributors

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Maia Chiabrishvili, Associate, Booz Allen Hamilton-Georgia

⁴⁴ *Taxpayer Awareness Survey and Focus Group Results*, February 2007. Human Dynamics—Public Sector Consulting. Project: *Support to Tax Administration*. Funded by EU Tacis programme.

Conclusions and Lessons

The legislative side of the tax code reform was a success, but success in implementation will require a dedicated strategic communications effort. Stakeholders revealed in interviews that they viewed the reform as generally positive, reflecting the fruits of the effort to involve them in formulating the code. While the public–private partnership achieved support for legislative success, criticism of provisions within the tax code continued to generate frequent revisions two years after its passage.

Continued coordination with stakeholders and ongoing tax reform signal that the processes and relationships built during the initial reform effort continued to be leveraged well beyond the tax code’s legislative success. Lack of public education and awareness reduced the effectiveness of implementation, but this shortcoming was expected to be addressed in 2007. Lessons from this project include:

- **Leverage collaboration efforts to build lasting public–private dialogue.** Active collaboration with the private sector helped build relationships and set expectations that the private sector would continue to be involved in both continued changes to the tax code and broader business enabling reform efforts.
- **Reach out to the media and public on issues that directly affect them.** This is a critical step to ensuring broad-scale acceptance and adoption of certain BEE reforms, such as a new tax code. Engaging the public also ensures that reformers convey messages effectively to audiences of small business owners and entrepreneurs in the informal economy, who often cannot be reached through traditional channels of business associations.
- **Set a communications strategy in place before reform implementation.** Strategic communications can enable the reform process throughout all phases, but successful implementation requires a dedicated and strategic approach to communications. Most implementation necessitates behavior change, which cannot occur without communications. Strategic communications facilitates the change in behavior required for adopting reform and ultimately creating a business environment where reforms are practiced as well as legislated.

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Interview with Louisa Khitarishvili, Associate, Booz Allen Hamilton, Tbilisi Georgia.

3. Changing Mindsets and Building a Foundation for Reform for Women Entrepreneurs in Indonesia

Improving the business environment for women entrepreneurs in Indonesia will demand more than reform—it will require a changed mindset. In an effort to help change perceptions and pave the way for eventual reform, the International Finance Corporation (IFC) Program for Eastern Indonesia Small and Medium Enterprise Assistance (PENSA) launched an effort to raise awareness of women’s roles in business in Indonesia.

Project Overview

In 2005, although women in Indonesia owned 60 percent of the country’s formal and informal micro, small, and medium enterprises (MSMEs), they were often denied access to credit without approval from a husband. This was one of the many paradoxes on which IFC PENSA sought to shed light through a public outreach campaign aimed at increasing awareness of women’s roles in business.

Anchored in the publication of two research volumes—*Voices of Women in the Private Sector* and *Access to Credit for Business women in Indonesia*—IFC PENSA estimated that the campaign reached an audience of more than six million people through a blend of media and outreach activities:

- Television (1.85 million)
- Radio (1.5 million)
- Print and online media (2.8 million)
- Seminars and workshops (414).

IFC PENSA first conducted research on the issue of women in business in 2005. The project compiled the research into two volumes and leveraged their publica-

Case Facts

Country: Indonesia
Partners: IFC, Government of Indonesia—State Ministry of Women Empowerment, Indonesian Businesswomen’s Association
Reform Type: Business Advocacy

Results Snapshot

Women own 60 percent of Indonesia’s formal and informal businesses, yet discriminatory policies and behaviors are stifling their ability to grow their businesses. IFC launched an effort to raise awareness of the issue and the costs it entails. These were some of the activities and results:

- Campaign estimated to reach:
 - 1.85 million TV viewers;
 - 1.5 million radio listeners;
 - 2.8 million print and online newspaper readers; and
 - 414 seminar/workshop participants.
- Media featured the following campaign messages:
 - **Print:** *Ekonomi Neraca, Indo Pos, Jakarta Post, Investor Daily, Kompas, Nova, Bisnis Internasional, Eksekutif*
 - **Online:** www.hanyawanita.com, www.eksekutif.com
 - Broadcast: TV – TVRI; Radio – SMART FM, PASS FM, Elshinta.
- Ongoing impacts include:
 - Key stakeholders continue to distribute publications.
 - Partners continue to use campaign messages and publication research.

tion to launch an intense, five-month public outreach campaign starting in April 2006.

The team knew that mindsets and perceptions do not change overnight. It chose to judge the campaign's success by measuring outputs and reach. The effort was successful in its goals of raising awareness of, and generating dialogue about, women in business, as indicated by:

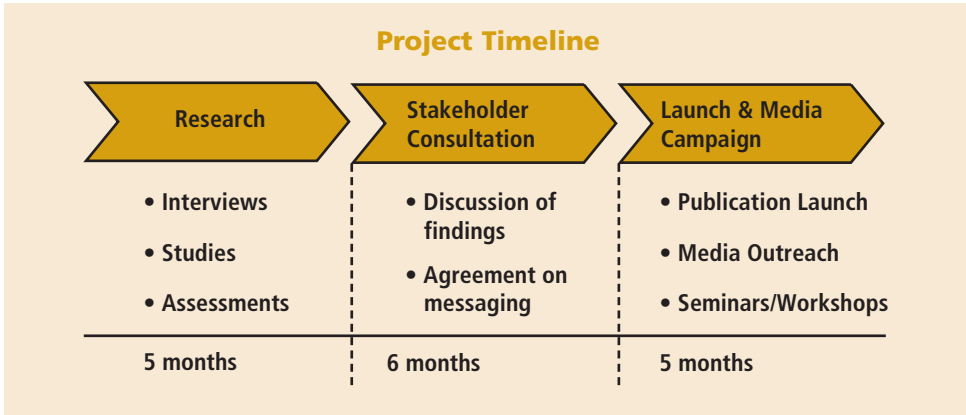


- size of the audiences reached;
- variety of media through which audiences heard the campaign's messages; and
- lively audience participation during call-in shows.

Communications and Engagement Approach

The communications and engagement goals were to build public awareness of the issue and encourage a more proactive approach to addressing the barriers faced by women in business. The strategic communications aimed to ensure that the issue would enjoy visibility beyond the campaign timeline. IFC PENZA's communications strategy was based on three key elements:

- **Engaging internal stakeholders** through dialogue to gain support of groups whose involvement would lend credibility to the project among local audiences
- **Empowering external stakeholders** through workshops and in-depth seminars on the research findings and discussions of how to improve the business environment for women. This helped build a core group of champions who continued working to change perceptions beyond the media campaign
- **Raising public awareness** through a media campaign to generate public support for change. This was important in part because some barriers women encountered—such as a loan officer's reluctance to explain the terms of a loan without a husband by a woman's side—stemmed from perceptions and societal customs, not policy
- **Raising greater confidence** in women for running their business through the campaign and by reading the publications.



Enlisting Stakeholders as Champions

IFC PENSA engaged two stakeholders whose support was critical to both the campaign and future reform advocacy efforts:

- The State Ministry of Women Empowerment was a critical government stakeholder whose mission corresponded with the project’s goals and whose involvement was important to future reform.
- The Indonesian Women’s Business Association (IWAPI) lent strength to both the public awareness campaign and future reform efforts. With 16,000 members, the association’s participation and support amplified the campaign’s message and opened important communications channels.

The project team dedicated six months to presenting its research findings and building consensus with the two stakeholders on messages, facts, figures, and issues to be communicated. The team sought to tap into a deep understanding of existing perceptions as well as local support for the endeavor in order to:

- understand the socio-cultural environment;
- draw on the experiences of local stakeholders to gather input;
- develop strategies to ensure that the issue would be addressed effectively;
- ensure messages would resonate among target audiences; and
- unleash women’s economic potential.

Engaging these two key stakeholders in defining and refining the campaign approach:

- ensured that messages were presented and phrased appropriately to have the greatest impact with their target audiences;

- transformed the stakeholders into campaign champions; and
- contributed to the campaign's long-term impact by equipping stakeholders with information and tools they could use beyond the public awareness campaign via the research encapsulated in the two publications.

Communicating Strategically Through Research: Statistics and Stories

IFC PENZA presented its findings in two separate publications with overtly different approaches:

- *Access to Credit for Businesswomen in Indonesia* showcased analytical findings to be leveraged in policy discussions or distilled for general audiences.
- *Voices of Women in the Private Sector* presented stories of women entrepreneurs that a wider audience could understand and with which they could empathize.

Both approaches were important to the project's dual goals of encouraging policy responsiveness and raising public awareness. Survey findings can be used by the policy community that will eventually be critical to supporting and pushing through reforms to improve the business climate for women. Communicating similar information through anecdotes and individual stories will more likely gain the interest of a broader audience base.

Using an Integrated Media Campaign Strategy to Achieve Visibility

To generate awareness, the project team and IFC's communication division developed a media strategy early in the project design process. The plan called for using various mechanisms—interviews, op-eds, and press releases—and channels, including magazines, TV, radio, and the Internet. Additionally, by expanding its target audience, the team sought to enable broader participation in the discussion.

The publications were deliberately launched to coincide with and leverage two events: International Women's Day and a national celebration of the birth of Indonesia's eminent women's rights activist, Kartini. The launch itself was a

Key Message In Action

A core message of *Voices of Women* was: "Women's entrepreneurship is a key to sustainable development and economic growth." This message continues to be used beyond the campaign. On February 15, 2007, the *Bali Post* published an article on a meeting co-hosted by IWAPI. The article quoted Dra. Desak Asrihati, chairperson of the IWAPI Bali chapter, as saying:

"The Government needs to provide more support to women entrepreneurs because *women entrepreneurship is the key to sustainable development*. The government can help women entrepreneurs establish a level playing field by adopting more gender-responsive policies to remove the social cultural constraints. By increasing women's access to education, the government can also help improve women's access to greater entrepreneurship opportunities, particularly those who are actively operating in the micro and SME sector."

media-oriented event and was covered by both newspaper and radio outlets. In addition, a series of media advocacy initiatives led to more coverage of the issue on television, Internet, radio, and in newspapers. News outlets that published articles included *Ekonomi Neraca*, *Indo Pos*, *Jakarta Post*, *Investor Daily*, *Kompas*, *Nova*, *Bisnis Internasional*, *Eksekutif*, and *hanyawanita.com*.

On the one hand, the coverage focused on women’s economic potential, as illustrated in the *Voices of Women* publication. On the other hand, it focused on the various constraints, both societal and policy driven, that were preventing businesswomen from reaching that potential. Linking the launch of the two publications with a media blitz benefited the campaign and ensured exposure for the publications:

- The campaign and messages were strengthened because they were grounded in accessible research.
- The publications benefited from exposure through a high-profile media campaign.

Media Successes

The media campaign pushed out its key messages to public audiences through television, radio, print media, and online media.



A television show on the topic of “Women Entrepreneurs in Indonesia” included a discussion with (from left) Thresiana Lie—moderator, Meutia Hatta—State Minister of Women Empowerment, Suryani Motik—Chairwoman of IWAPI, and Sandra Pranoto—IFC Business Development Analyst. The show included an on-location shot of a successful woman-owned business.



Two live radio shows on the topic of “Developing Women Entrepreneurship in Indonesia” featured IFC Business Development Analysts Sandra Pranoto and Fararatri Widyadari. The shows aired in March and April 2006 on PAS FM and Smart FM.



Fararatri Widyadari, IFC-PENSA Business Development Analyst, published an opinion piece in *The Jakarta Post*, a leading national newspaper, on April 21, 2006.

Different Channels for Different Audiences

In addition to the communications campaign, IFC PENZA held a series of workshops and seminars dealing with the issue of women in business and highlighting the publication with key audiences. Tapping into existing networks of experts on the topic, the team organized or presented at the following series of seminars and conferences:

- **IWAPI National Meeting** in Jambi, on November 23, 2005. The 300 participants included members from IWAPI's 30 regional chapters and representatives from the Ministry of Industry and Trade, financial institutions, line ministries at the sub-national level, and the regional government.
- **Forum for the Empowerment of Women's Economic Productivity** on February 15, 2006. The one-day forum was organized by the State Ministry of Women Empowerment and attended by 29 representatives of the State Ministry of Cooperatives and small and medium-sized enterprises (SME), Ministry of Trade, women's associations, academic institutions, donors, and non-governmental organizations (NGOs).
- **National Conference on Gender Barriers** organized by IWAPI in Makassar on March 28, 2006. IFC's presentation was delivered in one of the focus group sessions attended by 50 participants representing, among others, the Directorate General of Tax and the Ministry of Trade.
- **Seminar on Gender Constraints Affecting MSMEs in Accessing Finance** held in Surabaya on August 3, 2006. The one-day seminar was attended by 35 women entrepreneurs and representatives of local women's cooperatives, academic institutions, IWAPI, financial institutions, and government agencies at the sub-national level in East Java.

Participants engaged in constructive policy dialogue, and the campaign built an expectation that they would convey the campaign's messages and research to larger audiences. By presenting its findings and involving audiences with the potential to influence policy, the project team positioned its research to inform policy debates among key audiences and decisionmakers.

Case Contributors

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Conclusions and Lessons

Changing attitudes and customs will take time, but the campaign succeeded in its goals of engaging key stakeholders and sparking interest among public audiences. Radio and television audiences were energized by the topic, judging from the large number of calls and text messages that were received during and after broadcasts.

In addition, the project's impact continued beyond the campaign. In mid-2007, IWAPI was still using and distributing the publications—particularly *Voices of Women in the Private Sector*—during events. In February 2007, IWAPI organized a national event titled “Economic Dialogue on the Prospects of SME in 2007.” In her presentation, IWAPI Chairwoman, Suryani Sidik Motik, referenced *Voices of Women in the Private Sector* as the related advocacy initiative to raise awareness of the need for economic gender equality. Her presentation echoed the findings and recommendations of the publications, and it was quoted in a number of media articles covering the Economic Dialogue.

By engaging stakeholders, the project enlisted important champions for its campaign. Through the use of a mix of communications vehicles for its general outreach campaign, the project also ensured that its messages were received by a wide audience. These are some of the lessons learned from this experience:

- **Ensure sustainability by involving stakeholders.** By involving, not just informing, the stakeholders in the initiative, the IFC PENZA team built the foundations for a lasting dialogue between public and private stakeholder groups. This involvement also paved the way for continued use of the findings and recommendations in the publications as references by the stakeholders involved in the campaign. Joining forces also opened up opportunities for further collaboration on common goals.
- **Present data in multiple ways.** Presenting similar concepts in both analytical and anecdotal frameworks was a good way to gain the interest of a larger audience group. An analytical publication is more likely to gain the confidence of informed stakeholder audiences, while compelling narratives tend to interest the public.
- **Develop a campaign strategy early in project design.** Successful campaigns are well choreographed and deliberately planned to reach appropriate target audiences and ensure proper sequencing. Timing the momentum of the publications' launch to coincide with commemorative events relevant to the initiative boosted media coverage and drew public attention to the campaign.
- **Engage the media to change mindsets.** This particular BEE reform effort will require a change in mindsets before policy change can occur. Engaging the media and securing coverage through a variety of outlets is critical to reaching the mass audiences required for social change to take shape.

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4. Strengthening and Unifying Entrepreneurial Voices in Montenegro

By bringing stakeholders under one umbrella, crafting a unified reform agenda, and effectively communicating key reform messages, two organizations in Montenegro helped usher in wide-ranging business-enabling reforms. The effort was rooted in grassroots stakeholder engagement and amplified by sound research and unified messaging.

Project Overview

After the break-up of Yugoslavia in 1992 and the civil wars that ensued, Montenegro's economy was left in disarray. Montenegrin businesses lost access to international markets; inflation fueled the informal sector; and unemployment soared. After years of little progress in reform efforts, the U.S.-based Center for International Private Enterprise (CIPE) and the Montenegro-based Center for Entrepreneurship and Economic Development (CEED), with assistance from USAID, established a national umbrella coalition that gave a voice to Montenegrin businesses: the Montenegro Business Alliance (MBA). Founded in 2001, the MBA began with only 10 founding members, but by 2006, it had united more than 300 representatives from the Montenegrin business community.

The goals of CEED and MBA were to:

- raise awareness of the need to reform;
- identify reform needs through “bottom-up” stakeholder engagement; and
- persuade both stakeholders and policymakers that those reforms were critical to Montenegro's future.

They associated reform not only with the nation's economic development but also with its emergence from a post-war state. By working with local businesses and

Case Facts

Country: Montenegro
Partners: Center for Entrepreneurship and Economic Development (CEED); Montenegro Business Alliance (MBA); Center for International Private Enterprise (CIPE); USAID
Reform Type: Investment Policy and Promotion Support

Results Snapshot

- All major newspapers now cover business and financial issues regularly as a result of intensive media training and education.
- The communications and advocacy push on corporate taxes is credited with bringing corporate tax rate down to 9 percent—Europe's lowest.
- Five public-private partnership forums were held.
- Three conferences held with 50–100 business association members and government officials.
- Fourteen roundtables with 50–100 business association members and government officials.
- MBA signed a Memorandum of Understanding with Parliament to allow representatives to testify.

existing business associations, engaging policymakers, and presenting a unified message, CEED and MBA built consensus for reforms, promoted their reform agenda, and generated pressure that resulted in the passage of several key reforms.

Communications and Engagement Approach

MBA and CEED worked in close partnership to change mindsets rooted in the history of a closed and highly controlled economy in order to improve the business environment and investment climate. Their communications and engagement approach centered on facilitating public policy debate, building awareness of the benefits of reform, and highlighting positive aspects of a more open economy. The approach called for:

- engaging stakeholders to identify priorities and build ownership for reform;
- advocating for reform directly to policymakers;
- increasing the media’s interest in economic and reform issues and using the media as a channel for communicating reform intent; and
- arming reformers with research and statistics.

Ensuring Stakeholder Buy-in and Building a Unified Reform Message

A signature tool employed by the MBA to guide its communications efforts was the “National Business Agenda,” a reform platform initially launched in 2003 and revised annually through rigorous research, grassroots input, and stakeholder debate. The Agenda served as a unifying platform for MBA’s communications and advocacy efforts. To develop this platform, MBA led an intense seven-step stakeholder engagement effort.

The Agenda was launched each year through a press conference followed by events around Montenegro, such as roundtable discussions bringing together government officials and entrepreneurs, and meetings with ministers whose portfolios included issues that the agenda touched on—finance, labor, or taxation, etc. The agenda helped to start a dialogue between business and government on what needed to be done to improve the business environment and what was realistic and feasible.

MBA’s Seven Steps to a National Business Agenda

1. Distribute a questionnaire on business concerns at MBA’s annual meeting (with about 250 attendees).
2. Analyze responses and identify major issues.
3. Conduct polls to broaden the agenda.
4. Ask members follow-up questions by phone or mail.
5. Review all findings and submit recommendations to MBA board.
6. Solicit member input before final vote on the National Business Agenda.
7. Publicize the agenda.

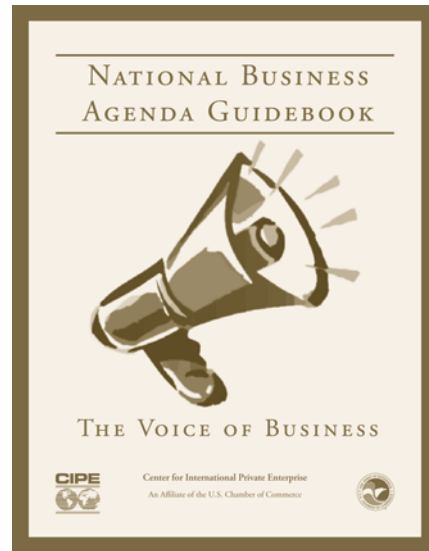
The communications effort also involved a paid advertising campaign to encourage reduction of the corporate tax. Signs and billboards with the slogan “10% for Montenegro” were placed in strategic locations, such as in front of the parliament building and the president’s office.

The development of the Agenda and subsequent communications efforts brought the following results:

- MBA’s National Business Agenda became a part of the Government’s Economic Reform Agenda.
- Parliament signed a Memorandum of Understanding with the MBA, allowing MBA staff and members to testify before parliament on issues concerning the business community. MBA testimony on international accounting standards resulted in a rewrite of the draft law.
- The Finance Minister announced that the employer tax would be reduced by 10 percent in 2004, from 100 percent to 90 percent.
- MBA recommendations for reducing the corporate tax from 20 percent to 9 percent were accepted.

In designing and conceptualizing its approach to the Agenda, the MBA reviewed the knowledge capital captured in the National Business Agenda *Guidebook*. Developed by CIPE, the guidebook was solidly rooted in international best practices, and included concrete examples from similar efforts with specific recommendations for maximizing the benefits of stakeholder input for both developing and promoting an agenda. Following the guidebook’s pointers, the project:

- ensured that as many members of the business community as possible were engaged in the effort and endorsed the agenda;
- enlisted support of other business associations; and



CIPE’s National Business Agenda Guidebook, which served as a vital tool for developing and a strategic communications angle to identify areas of reform that were most important to address, and building a national business agenda and identifying communications strategies to promote the agenda.



The Montenegro Business Alliance’s “10% for Montenegro” billboard placed in front of parliament.

- publicized the final agenda through a press conference in Montenegro’s capital (where most media is concentrated) as well as a series of press releases.

Increasing Media Awareness and Interest

CEED’s founding mission was to “build awareness of the benefits of economic freedom and free entrepreneurship in an open and democratic society.”⁴⁵ Yet there was little interest in covering economic issues among the media in Montenegro. Media outlets were state-owned, and there was no tradition of regular business and economics coverage in newspapers. Moreover, many journalists did not have the knowledge required to provide quality coverage of the issues. To generate interest in reform and increase media coverage of the issues, CEED launched efforts to educate journalists:

- **Media training.** CEED held four training sessions, each lasting two days, on course-specific topics. The organization brought international experts to each group of 10–20 participants to discuss the private sector development issues.

- **Press club.** CEED set up the ECO Press Club, centered on economic and business-related issues. Over three years, the club hosted about 36 speakers from 30 different organizations who held in-depth conversations on more than 50 topics with economic journalists from 15 media outlets. Journalists

came from both private and state-owned media, including broadcast, radio, print, and electronic media. On average, the press club held one session each month. ECO took advantage of CEED, MBA, and CIPE’s network of respected local and international experts to bring a diverse array of speakers to the club.

- **Off-the-record sessions.** During press club and other events, organizers often took care to hold off-the-record sessions to facilitate frank discussions between journalists and experts.

Select ECO Press Club Event Topics

- Business association development
- Tourism
- Pension reform
- ISO standards
- Barriers to doing business
- Privatization
- Central bank
- World Bank
- Monetary policy
- Capital markets
- International accounting standards
- Professional standards for the media
- Unions
- Accountants and auditors
- SMEs

⁴⁵ Center for International Private Enterprise, *Economic Reform: Feature Service*, February 28, 2006. Interview with Petar Ivanovic and Ralph Marlatt.

Not long after these efforts were put in place, the nation's major newspapers began covering business and financial news at least weekly. Coverage continued to grow over time. *Vijesti*, one of Montenegro's main newspapers, launched a regular business and finance page in 2003. *Probieda*, another major paper, followed suit shortly thereafter. By 2006, there were no major newspapers that did not have regular sections dedicated to business and financial news.

These efforts also brought visibility to CEED and MBA leadership. After economic press coverage became more common, MBA and CEED executives were prominently mentioned at least monthly—and often weekly—in the press. Initially, MBA and CEED “courted” the press—trying to raise interest in economic news by holding press conferences, sending press releases, and hosting events. Eventually the tables turned—it was the press that was reaching out to CEED and MBA and soliciting their expert views.

CEED's work with the media earned the organization a Templeton Freedom Prize for Initiative in Public Relations in recognition of its success in using the media to promote the principles of a free society.

Informing the Debate Through Data and Discussion

CEED developed a series of publications on economic and business indicators to bring visibility to issues and constraints faced by the private sector. The organization launched three key publications to support its advocacy goals:

- **Montenegro Business Outlook.**

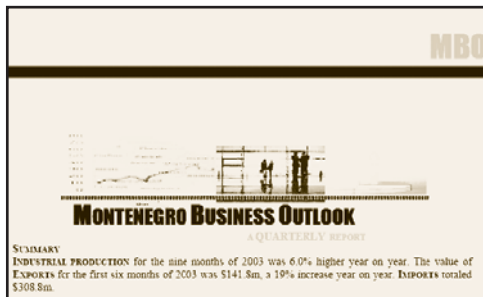
A quarterly review of economic indicators. As of 2006, between 550 and 1,000 copies of each of the publication's 18 issues had been distributed.

- **Barriers to Doing Business.**

A survey repeated every two years to identify obstacles to business growth and development. The publication earned a 2005

Templeton Freedom Prize for Free Market Solutions to Poverty. According to the awarding judge, the publication went “beyond the discussions and proposal of public policies to actually participate in the implementation.”

- **Fruitful Editions.** A series of short leaflets to inform entrepreneurs about the adoption or revision of laws. Some 2,000 entrepreneurs received copies of each leaflet. One leaflet on Enterprise Law generated demand for 10,000 copies.



Excerpt from the seventh edition of *Montenegro Business Outlook*, a quarterly publication on Montenegro's business environment.

The publications were regularly referenced during debates in parliament. CEED ensured that they were distributed at all levels of the government, as well as its own members, business associations and individual companies, including:

- Montenegro's Prime Minister;
- 15 Ministers;
- 75 MPs;
- political parties;
- 15 business associations;
- 200 domestic and foreign firms and potential investors; and
- 24 domestic and foreign banks.

CEED and MBA worked jointly to organize events where policy recommendations would be discussed by key audiences, including:

- five Public-Private Partnership Forums with foreign keynote speakers attracting 120–150 private sector participants and policymakers (invited the media);
- three conferences attracting 50–100 business association and government representatives; and
- 14 roundtables attracting 50–100 business association and government representatives.

The forums led to the creation of the first public-private partnership in Montenegro, and were extensively covered in the daily newspapers *Vijesti*, *Pobjeda*, and *Dan*, as well as on the TV stations *In* and *Elmag*.

Case Contributors

Ralph J. Marlatt, Project Manager, CIPE Montenegro

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Conclusions and Lessons

Communications and advocacy efforts in Montenegro helped unite and activate a disengaged and isolated private sector and ensure that it provided major inputs into reform. Key reforms that MBA and CEED had advocated passed, and both organizations were recognized externally for the quality and impact of their work:

- MBA's National Business Agenda won the Association's "Make a Better World" Award from the American Society of Association Executives in 2005.
- CEED won a Templeton Freedom Award Grant for Institute Excellence in 2005 for its achievements in advocating for reforms and its contribution to public understanding of free markets and entrepreneurship.

In terms of long-term impact, all of Montenegro's daily newspapers now cover economic issues regularly—either in a daily economics page or a regular weekly section dedicated to economics. In addition, CEED is one of four organizations covered most often in Montenegro's media. From 2000–2006, the Parliament of Montenegro passed a series of critical business-enabling reforms, including reducing the corporate tax to 9 percent and reducing the employer tax by 10%. In addition, the organizations were deeply involved in helping to implement reforms by reaching out to 4,000–5,000 businesses to encourage business registration. Since the efforts began in the late 1990s, the business environment has improved considerably. Over the six years ending in 2005, 940 new businesses and 5,780 new jobs were created in a nation with a population of about 630,000. Montenegro is becoming known for its investment-friendly climate, as illustrated by the dramatic increase in foreign-direct investment over five years from €4.7 million to €644 million in 2006.

The team successfully used communications to raise awareness and build consensus in Montenegro, creating a compelling platform for reform. Several lessons were learned throughout the endeavor:

- **Build a coalition.** A new private-sector coalition successfully developed a joint agenda for reform, launching a new message platform to promote business-friendly reforms in Montenegro.
- **Unite stakeholders to produce a stronger message.** The National Business Agenda helped bring together stakeholders from different backgrounds and develop a unified message to communicate with the government about the need for reform.
- **Use international best practices.** The National Business Agenda was based on a generic guidebook developed by CIPE and could be replicated throughout many developing countries, provided that the outputs were localized to fit the countries' specific reform needs.
- **Leverage research and publications.** Findings were summarized and highlighted in a number of different publications in a variety of formats. Materials were disseminated regularly to policymakers and were used throughout arguments and discussions with the government officials.

5. Adapting to Local Needs and Promoting Reform Creatively in Peru and Nicaragua

IFC’s Municipal Simplification projects in Peru and Nicaragua built strong support for reform by engaging stakeholders and achieving visible local ownership of the effort. Each project employed an overarching strategic communications approach, anchored in a national plan that carried communications throughout each stage of the project lifecycle. To ensure reform adoption and sustainability, the project teams localized the overarching approach, carefully tailoring the communications strategies and associated messages to local reformers, partners, and stakeholder audiences.

Project Overview

Like many countries in Latin America, Peru and Nicaragua had been burdened with complicated and costly business regulations. According to *Doing Business 2005*, it took more than 100 days to register a new business in Peru and more than 200 days to obtain a construction permit. In Nicaragua, it took 179 days to register a new business and 189 days to acquire a construction permit. These long and difficult processes were imposing serious costs to economic growth as well as long-term social development.

In 2004, the Metropolitan Municipality of Lima (MML or “Lima Pilot”) began to address business simplification issues, and with IFC support, launched a program to simplify business registration processes in the municipality. This was particularly important because municipal-level procedures accounted for about 60 percent of the time to register a business in Peru. To engage stakeholders and enable a successful communications effort, the IFC’s Latin America and Caribbean (LAC) facility team involved reform beneficiaries (the private sector) throughout the process. It created an advisory council to oversee and promote reforms, and defend them through changes in administrations. Through a range of communications and stakeholder engagement initiatives, influential public and private sector organizations realized the potential impacts of reform and jumped on board to support their implementation. This involvement and coordination from the public and private sectors, as well as multilateral organizations, differentiated this effort from prior attempts at simplifying administrative procedures and regulations in Peru.

Case Facts	
Countries:	Peru and Nicaragua
Partners:	Peru: IFC, SECO, (donors) CONFIEP, PRO-INVERSION, PCM; <i>Nicaragua:</i> IFC, SECO (donors), AMUNIC, CACONIC and CPC
Reform Type:	Business Simplification — Sub-national Regulations
Results snapshot:	
<ul style="list-style-type: none"> • In Lima, one year after the implementation of the pilot, formal businesses had increased from to 1,064 to 7,989. • In Nicaragua, after its three municipal pilots in Granada, Masaya, and León the year before, formal business increased from to 400 to 4,616. 	

As a pilot project, the Lima initiative was designed as a model for other municipal simplification efforts. Following successful completion of the pilot, the goal was to replicate that effort in municipalities throughout Peru, Nicaragua, Colombia, Brazil, Mexico, Honduras, Ecuador, and Bolivia. To facilitate replication in Peru and Nicaragua, reformers designed a “national plan” that laid out a common set of reform goals to be reached, ideally in all municipalities. The idea was that a national plan would bring visibility, uniformity, and credibility to the reform effort and ensure that municipal simplification was designated a political priority.

Communications and Engagement Approaches

The strategic communications approach of each municipal simplification project rested on three pillars:

- Reform championship.
- Strong stakeholder engagement.
- An active communications strategy throughout the project lifecycle.

Country-specific communications strategies employed in Peru and Nicaragua leveraged tested campaign approaches and communications planning activities to ensure political relevance and consistency of approaches. However, each project team developed a method to uniquely tailor the national program to municipal-level needs. This approach was adapted to each municipality to ensure local ownership, encourage acceptance of the reform and ultimately, and guarantee the business community’s thorough understanding of and participation in the new regulations. Through country-specific campaigns, the teams in Peru and Nicaragua matched each country’s national-level political agendas with locally targeted and culturally appropriate messaging.

Part 1. Building Core Principals from “What Works,” Starting with the Lima Pilot

The communications and outreach strategy for the Lima pilot was focused on three core components: 1) building reform support through the reform mechanism of a public-private committee involving donors, private sector stakeholders and government representatives; 2) engaging “internal” stakeholders—government officials and technical staff—to build the case and support for reform; and 3) communicating with “external” actors in the business community through the voices of multiple stakeholder groups in the media, both pre- and post-reform implementation. The strategy was rooted in a stakeholder analysis that segmented the audiences into three primary categories: businesses, experts, and government representatives. It further divided those categories to develop a corresponding set of activities, messages, and commu-

nications methods targeted to each audience. At the top level, the communications strategy was rooted in the core message that municipal simplification was intricately linked to increased business for Lima, a priority that resonated with all audiences.

Building Expectations for Reform

The IFC team launched its municipal simplification pilot with awareness-building activities to build the case for reform before establishing a formal communications plan. The team met with private sector representatives and municipal authorities to explain the reform objectives, create partnerships, and gain support. Building on Peru’s rankings in *Doing Business 2005*, the team organized a workshop with municipal government staff to show the studies and discuss major obstacles that affected the country’s business environment. They also invited the media to the workshops and crafted press releases to create awareness of the impediments posed by Lima’s municipal bureaucracy and show the importance of simplification. Their goal was to create general awareness of simplification reforms, make the topic a public matter, and generate expectations for reform in the municipality of Lima. Press coverage generated considerable debate on the topic and motivated municipal authorities to become engaged and committed to the project. Meanwhile, the project worked to build a private sector coalition that would create pressure to achieve reform.



The above comic was used to communicate with government staff about the level of complexity and ambiguity in the business permitting processes in the Municipality of Lima, Peru.

Active stakeholder engagement efforts during the diagnostic helped get a head start on communications efforts. The team conducted diagnostic workshops with municipal officials to gather information about the process of obtaining a municipal operating license. To take advantage of this first round of contacts with stakeholders, the team encouraged their active participation and began to build expectations about how reform would improve their daily work environment.

To engage the officials, the workshops included comic theater presentations, or “skits,” representing humorous, yet typical cases of the many visits, redundant paperwork, and unnecessary documentation required for an entrepreneur to receive an operating permit. This helped “break the ice” and engage officials through humor, while underscoring the importance of simplifying procedures.

Similar workshops were conducted with the private sector. Entrepreneurs discussed the main bottlenecks and obstacles encountered when applying for a business license. Their experiences and insights helped provide greater detail into

Promoting Reforms Through Effective Communications:

The Role of Communications throughout LAC's Municipal Simplification Project Lifecycle

Pre-Diagnostic: Building public awareness and a case for reform

- a. Ensure that highest level municipal officials support reforms (typically mayors and executive management team). Do not enter/begin project without this, as success depends on political support from the beginning.
- b. Assign municipal counterpart (suggested by mayor/executive management team).
- c. Identify most relevant local institutions to serve as project partners (e.g., chambers of commerce, municipal associations, SME interest groups, competitiveness commissions, etc.).
- d. Introduce topic to the media through participation in workshops, press releases, etc.

Diagnostic: Promoting participation and understanding of reform

- a. "Internal communications"/building awareness in municipalities with technical staff and clerks. (Focus on why reform is important to individuals and to the municipality).
- b. Closely collaborate with municipal counterpart/relevant technical teams—obtain their approval of results.
- c. Present results to mayor/executive team (very important as results may be good or bad). Obtain approval and do not move forward until mayor/executive team sign off on results.
- d. Present results to project partners.
- e. Continue dialogue with media.

Reform Proposal: Achieving consent and preparation for reform

- a. Closely collaborate with municipal counterpart/relevant technical teams. Obtain their approval of proposal.
- b. Present proposal to mayor/executive team. Obtain approval and do not move forward until mayor/executive team signs off on Diagnostic results.
- c. Develop brand/communications strategies and implementation plan. Work closely with communications team in municipalities.

Training and Implementation: Changing behaviors

- a. Present brand/communications strategies and implementation plan to mayor/executive team.
- b. Present communications pieces and strategies (e.g., brand logos, brochures, TV interviews, etc.) to mayor (w/ communications counterpart in municipality) so mayor approves most appropriate rollout strategies.
- c. Present brand/communications and rollout plan to partners.
- d. Finalize brand/logo/rollout strategies.

Sustainability: Maintaining progress

- a. Once reforms have been fully implemented and municipalities are trained, begin to launch communications campaign.
- b. Mayor holds launch event to announce that his/her municipality has reformed and that businesses can easily obtain licenses.
- c. Launch extensive and intensive communications campaign; work in close coordination with local media to spread reform messages to local business communities.
- d. Utilize local partners to spread messages to interest groups.
- e. GOAL: ensure that streamlined business registration processes are relevant and on the political and public agendas.

the data revealed in the *Doing Business* report and were later incorporated into the reform design by the technical team.

At the same time, the project team noted, "this engagement and inclusion helped motivate changes in attitude and raise their expectations of reform. Workshops moved entrepreneurs from the normal complaints and dissatisfaction to proactive participation in the simplification initiatives."

Achieving Support for the Reform Proposal

As a next step in the project, the IFC team planned a series of structured communications tools and consultations to obtain approval to begin the reform of the municipal business processes. At each government level, it conducted meetings to present the project’s proposed goals: first with municipal officers to get their validation and approval of the reform proposal, and then with municipal managers to explain new procedures already consented by municipal officers. Once the reform proposal was approved by the municipality, the team reviewed the project proposal with private sector representatives to ensure their support as they moved forward with implementation.

Implementing the Reform

As the project team worked to launch the new procedures, it designed communications targeted at each stakeholder group. To support training of municipal officers in the new simplified procedures, the team used role-playing games to help build enthusiasm and excitement for the changes. Together with the World Bank’s *Doing Business* team, the project team held an event, “MML Responding to the *Doing Business* Challenge,” where it presented the results of its successful reform. The municipality’s new, simplified procedures meant that obtaining an operating license would take only two days in the municipality versus the 100 days it did before the redesign.

To directly address baseline study results that revealed that business had “insufficient, extemporaneous, and lack of systematic information” about business procedures, the team rolled out a broad-scale awareness campaign called “Licencia YA” (“Business License NOW”). It distributed information brochures with easy-to-understand, pull-out flyers with instructions clearly tailored to the specific requirements

The Metropolitan Municipality of Lima (MML):

- Brand:** Licencia YA
Translation: “License NOW”
- Tagline:** Saca tu Licencia YA
Translation: “Hurry to get your license!” or “Get your license NOW!”
- Key messages:** New, simple process
Fast and easy to obtain a license
Minimal requirements



of each business group segmented in the communications plan, and a website with clear, simple information and resources.

Communicating to Ensure Sustainability

The technical and operational successes of the Lima pilot included significant reductions in the requirements and time required for obtaining an operating license. The number of days to obtain a license dropped from 60 to two; the number of inspections from five to one; and the number of requirements from 33 to five.

Recognizing the impact that ongoing visibility would have on reform sustainability, the team's focus on communications and stakeholder engagement extended beyond implementation to ensure that the reform could sustain changes in government leadership and continued growth of new businesses. A public-private advisory council was created to regularly monitor improvements achieved during the reform and communicate those findings to the press. In addition, focus groups, market research, and information-sharing mechanisms between municipalities were planned to ensure reform sustainability over the long term.

Part 2. Expansion through National Plans—Nicaragua and Peru

Building on the successes of pilot efforts in Nicaragua and Peru, the IFC was successful in promoting the adoption of “National Plans” for municipal simplification throughout both countries. While each country's strategy was built on the same core pillars and included the same stakeholder engagement and communications activities so crucial to the efforts in Lima, they were executed differently. In developing a communications approach for each national plan, project teams had the task of leveraging previous successes to extend to the municipalities of each country. Despite approval for a national-level initiative to improve business regulations, they chose not to simply extend one campaign to all municipalities in each country with a national-level launch and a national message. With more than 60 percent of the bottlenecks occurring at the municipal level, the reform effort was still, in all senses, *local*.

The team recognized that only a *highly local project* with local government ownership that addressed specific local process bottlenecks and local incentives for change could be successful. That meant gaining support from the



The Members of Intermesa, Peru's Public-Private Partnership for Municipal Simplification

municipality's mayor and buy-in from the government's technical staff that would implement the changes associated with the reform. It required raising the expectations and increasing involvement of local small and medium sized businesses that would be invited to participate in the new processes. It also meant that political levers to remedy international benchmarks (i.e. the country's *Doing Business* rankings) would not be sufficient to inspire municipal-level change. While a national plan built momentum and coordinated a unified reform effort, a local-level approach to engaging stakeholders and communicating the case for reform was critical to expanding each strategy throughout each nation.

Cohesion of a “National Plan”

The establishment of the national plan and an associated advisory team in both Nicaragua and Peru was critical to achieving primary buy-in for the reform efforts from a broad base of donors and partners. In Peru, the public-private partnership called *Intermesa* was established to drive the reform effort. *Intermesa* played a significant role in communications strategy and planning—coordinating at the highest levels to ensure collaboration among donors, technical assistance staff, private sector partners and associations, government representatives, including the national investment promotion agency, and NGOs. *Ciudadanos al Día* (Citizens of the Day), a citizen advocacy organization, established a communications secretariat—the engine of its strategic communications program—to oversee development of the communications strategy *and* its implementation throughout the municipalities. The team distributed ownership for a range of communications responsibilities in each municipality, including spokesperson duties, media briefings, distribution of materials, and event planning. As a primary driver of the overall reform effort in Peru, *Intermesa* generated a dialogue among all players and built visibility of the reform challenge through a highly coordinated, but very local effort.

Linking Communications Messages to National Themes

The establishment of the national plan made it important in both countries to build a consistent message that would be used throughout all municipalities. For Peru, the development of an “umbrella” message linked business simplification with the national focus on employment and tied the business simplification reforms to the country's economic progress. Their brand message was “Tramifácil: Menos trámites, más empresas” meant “Easy Transactions: fewer transactions, more businesses.”

In Nicaragua, the brand “RAFLA,” was developed from a highly colloquial Nicaraguan term that loosely interpreted means “Hurry up.” The word choice signifies the national ownership to ensure that the project is viewed not as the product of international experts or as a regional reform, but as a Nicaraguan effort.

National Plan for Municipal Simplification in Peru:

Brand:	Tramifácil <i>Translation: "Easy Transaction"</i>
Umbrella message/tagline:	"Menos Trámites, Más Empresas." <i>Translation: Fewer Transactions, More Businesses</i>
Key messages:	Simplification = more employment + Minimal requirements



National Plan for Municipal Simplification in Nicaragua:

Brand:	RAFLA <i>Translation (acronym): Rapid Municipal Permits</i>
Umbrella message/tagline:	Legal y veloz. <i>Translation: Legal and fast</i>
Key messages:	There are changes in YOUR municipality; Procedures are much faster now



Making Reform a Local Priority

While the umbrella brands and messages of each of these projects helped ensure consistency of messages and efficiency of project management, it was critical that each project be viewed as the product of the local municipality. The IFC team used a number of strategies to ensure this local ownership. Most importantly, throughout all stakeholder engagement, consultations and communications activities, they highlighted the mayor as the champion of the reform. Knowing, as politicians, mayors seek ways to show they are serving the needs of their constituents, their strategy called for the mayor to be the focal point—the source of invitations to the launch events, the key spokesperson with the media, and a host of workshops and the sender of e-mails and brochures to the business community.

In all communications materials throughout Nicaragua, as an example, the team used the umbrella brand as the primary message, but developed a “secondary set of messages” that focused on the local municipality. In brochures, the photos were always of the municipality, which allowed the mayor to showcase accomplishments made under his administration. To build buy-in, the mayors participated in reviewing communications plans (after the team had done a preliminary run with the mayoral

communications staff to ensure the style would resonate with the mayor’s tastes). In the key messages provided to the press as part of an aggressive PR campaign, the mayor was given credit for his leadership of the initiative. The locally focused strategy not only increased ownership of the reform effort, it increased coverage and visibility in the press. For municipalities with a number of local media outlets such as radio stations, it was imperative that the reform story be a local one.



Making the message local: The communications materials of the municipal simplification project in Nicaragua were customized with the name of the municipality, local government, and people’s photos, and signed by the mayor to build local ownership.

Translation of Brochure Title: “In (the Municipality of) Masaya, we are RAFLA...”



Making the message local: The mayor of each municipality was the host and the keynote speaker of the launch events for projects in Nicaragua. He invited the private sector and the press to the event. Donors were listed on event invitation as supporters only. *Left:* The Mayor of Granada, Alvaro Chamorro, welcomes guests to the launch of (the Municipality of) Granada’s Municipal Simplification Program. *Right:* Event Invitation. *Translation:* “The mayor of Granada Alvaro Chamorro, has the honor of inviting you to the official launch of Program of Simplification of Municipal Procedures.”

Sending the Message through Multiple Channels

In both Peru and Nicaragua, the established public-private partnerships—in Peru, *Intermesa* and in Nicaragua, the Association of Municipalities (AMUNIC), the Chamber of Commerce (CACONIC), and the Presidential Commission for Competitiveness (CPC)—shared the responsibility of communications and outreach.

In each case, the public-private partnership mechanism was used as a tool for planning and coordinating all communications activities, both pre- and post-reform. It was used as a combined voice to build the case for reform. It also coordinated how

National Level Communications: Building an Umbrella Campaign		Local Level Communications: Making Reform Local	
Component	Benefit	Component	Benefit
Establishment of “National Plan”	<ul style="list-style-type: none"> • Ties reform to national agenda and priorities to build urgency for change • Builds unified program to achieve consistency in process and build visibility • Creates a national response to Doing Business rankings • Builds path for national-level regulatory reforms required 	Reform positioned as a local reform	<ul style="list-style-type: none"> • Municipal-level bottlenecks and processes addressed as a priority theme on the municipal agenda • Reform launched at each municipality events with invitation from the mayor • Mayor positioned as reform champion and key spokesperson for the reform
Public-Private Partnership/advisory team	<ul style="list-style-type: none"> • Brings all stakeholders together: donors, municipalities, private sector, central government, and NGOs • Avoids duplication of efforts across projects and municipalities • Centralized sharing of successes and experiences • Extends technical capabilities 	Local stakeholder Engagement	<ul style="list-style-type: none"> • Workshops conducted at each municipality • Presentation of diagnostic results builds local ownership of problem • Collects information from entrepreneurs on the main bottlenecks and obstacles • Local diagnostics/survey • Creates a local response to improving Doing Business indicators • Engages all municipal technical staff in data collection and promotes active participation in the process
Umbrella message (Brand/logo/tagline)	<ul style="list-style-type: none"> • Unifies all messages and connects to national political agenda • Ties reform effort to one national priority 	Municipality-specific sub(messages)	<ul style="list-style-type: none"> • Helps highlight the mayor as the driver of reform • Helps each municipality to showcase its success and achievements • Communicates specific procedures specific to the municipality (instructions, locations, etc.)
National media	<ul style="list-style-type: none"> • Makes reform a public matter and increases broad-scale awareness of need for reform • Promotes the country’s BEE reform message to investors 	Local media	<ul style="list-style-type: none"> • Delivers the message at a grassroots level to SMEs • Ensures use of local private sector voices

members representing different interest areas would work together to ensure that the message of reform was sent through multiple voices—the public sector *and* the private sector, and through multiple channels.

In Peru, to build and continue momentum throughout the reform process, the team identified a team of “voceros” or spokespersons. One team from the IFC, ProInversión (the government’s investment promotion agency), the private sector (CONFIEP, the National Confederation of Private Business Institutions) and the Presidency of the Council of Ministers (PCM) focused on the “political” angle of the message, serving as opinion leaders for the reform. Another team, with representation from USAID, PCM, IFC, INDECOPI (the National Institute for Competition and the Protection of Intellectual Property), and ProInversión provided a technical perspective to the press. In all cases, press briefings were conducted with the mayor as the primary expert of the reform. To ensure that the message was delivered through appropriate channels for each municipality, the communications committee of *Intermesa* worked with NGO coordinators in each location to obtain air time with local TV and radio channels, place opinion columns, identify events where SMEs would convene, and to send direct mailings to the business community.

In Nicaragua, following the implementation of the new business permitting process in the municipalities of Masaya, Granada, and León, the advisory council worked with a local communications consultancy to deliver a highly local campaign to engage businesses and advise them of the new, simpler business procedures as part of the implementation. Here too, it was important that the team use multiple delivery channels to ensure consistent and successful adoption of the new procedures and to increase private sector registration. Building on the stakeholder study they conducted to develop the RAFLA brand and the communications plan, the team’s targeted approach built visibility of the new procedures in the specific locations where unregistered businesses or those needing construction permits would convene.

To promote the new processes, they worked through local cable TV; local radio channels; grassroots methods such as posters and loudspeaker announcements in the central plaza of each town; community promotion events; and roving buses that prominently featured the RAFLA campaign message. The goal with each channel was to build enthusiasm and motivate changes in attitude of small businesses about entering the formal economy, and to make the registration process more approachable.

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Conclusions and Lessons

The technical and operational successes of Peru and Nicaragua’s municipal reform effort were significant. Building off the platform of tested pilot activities in the Lima pilot, the reformed municipalities reduced requirements and time for obtaining operating licenses and construction permits. In each case, an active and strategic communications approach was crucial to:

- putting business simplification on the political agenda;
- permanently tying the reforms to the local business environment and to stakeholders interests; and
- increasing adoption of the reforms for both public- and private-sector players.

Through a coordinated and documented communications strategy, the project teams effectively harnessed public-private partnerships to build support and increase visibility in the press. They also used these partnerships to build a national umbrella campaign message, localize reform messages, deliver those messages to the right places, and develop local ownership of a national plan. These teams went beyond “disseminating” information, excelling at communicating strategically. These are some lessons learned:

- **Don’t just use communications to “disseminate information.” Use targeted approaches to achieve specific goals.** The approaches to communications varied based on the goal for each audience. While one goal was to reach multiple audiences through the press to generate a dialogue about reform, the majority of activities in Nicaragua and Peru addressed specific audiences with targeted goals. For example, the presentation of baseline diagnostic results to municipal employees addressed the bottlenecks of that municipality and included humor to make them comfortable. The jingles played on the radio in Nicaragua spoke to the program in the specific municipality, not the national plan.
- **Engage partners in developing, documenting and implementing strategy.** The teams worked with respective public-private advisory teams to review all communications research (stakeholder analysis, focus group findings, and survey and interview results), discuss findings, and make decisions about their communications approaches. All members understood the overall creative approach and knew when activities would occur. To maximize ownership and resources, committee members served as leads for specific communications activities.
- **Test your messages.** No matter how local or regional your project staff is, ensure that messages, logos, and taglines for large-scale branded campaigns are tested in focus group and ultimately chosen by a private sector audience. In Nicaragua, the brand “RAFLA” was chosen based on focus group testing, but did not resonate with some project staff who did not originate from Nicaragua. Had they not tested the message with those from the (very) local culture, they might have adopted a less compelling brand.
- **Provide “multiple voices” for endorsement of the reform effort.** Decide early on who will be the spokespersons for reform communications and coordinate public relations efforts. In Peru, the team identified private sector representatives to deliver the messages of the communications campaign. The advisory committee released press announcements, but also secured speaking opportunities and shared talking points to ensure local ownership and to present the press with multiple voices endorsing the reform.
- **Spotlight local figures to ensure maximum ownership.** The media launch event in each municipality enabled a sense of local ownership and allowed the mayors to take credit for the progress that the reform represented. Ensuring that the mayor in each municipality was the star—the host on the invitations and the keynote speaker at the event—highlighted local commitment and allowed the mayor to make the reform part of his or her agenda. The IFC and other donors were positioned as the technical advisory council, but the private sector was positioned as providing the vision for the reform effort, and the mayor was given the credit for being the driver and implementer of all reform efforts.

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<http://www.municipalscorecard.org/>

6. Generating Public Demand for Permits Reform in Ukraine

When the Ukrainian public expected its new government to deliver on campaign promises, a well-crafted advocacy and mass media campaign built momentum and expectations to help push through the International Finance Corporation's (IFC) top priority Business Enabling Environment (BEE) reform: introducing a business permits law to simplify business operations.

Project Overview

From surveys beginning in 1996, IFC had identified Ukraine's business permits system as one of the largest barriers to SME growth. While a USAID project known as BIZPRO had been working since 2001 on local and regional business permits reform initiatives, building local and regional public-private dialogues, and creating one-stop shops for permits, there had been no coordinated national initiative to pass a business permits law to simplify procedures.

A strong push for national-level economic reforms came in 2004 with the Orange Revolution, which brought to power a government that staked its political reputation on delivering reforms and pressuring politicians to deliver. IFC's BEE Policy Project in Ukraine decided the time was right to push for a business permits law.

The permits issue was well known among businesses and reform advocates—IFC's *Business Environment Survey* found in 2001 that 43 percent of businesses considered the permits system a major or significant barrier to investment—and there was widespread agreement among those audiences that the permits system needed change. In addition, BIZPRO had been working to reduce the barriers created by permits locally and regionally. However, the permits issue had not been escalated to the level of a national campaign, and most voters had no familiarity with it. Although it remained a problem for the private sector, the issue was not reflected on a national political agenda.

Case Facts

Country:	Ukraine
Partners:	European Commission, Institute for Competitive Society, Center for International Private Enterprise, World Bank Policy Credit Team, Government of Ukraine, IFC, USAID
Reform Type:	Regulatory Simplification—business entry and operation

Results Snapshot

When the Orange Revolution in 2004 opened the door to reform, IFC made it a top priority to create pressure through advocacy and the media to introduce a business permits law. Activities and results include:

- 94 press articles were placed in key business newspapers and magazines.
- 33 prime time segments appeared on six top national TV channels.
- 23 radio stories were broadcast.
- 46 Internet spots appeared.
- Regular press breakfasts were held.
- Regular contact occurred with top presidential advisors.
- Draft legislation was signed into law.

IFC seized the opportunity presented by the Orange Revolution to promote adopting a business permits law with the goal of raising the permitting reform issue to the top of President Victor Yushchenko’s agenda. The project linked the interests of influential politicians to the success of the permits law by popularizing an issue that otherwise would have remained in the domain of specialists.

Through a dedicated mass media campaign, IFC created public pressure for the president and for all political forces to make this reform a priority and generate demand for the parliament to pass the law. The project also employed targeted advocacy strategies to ensure that the president, his top economic advisors were well informed about the law and its benefits in order to effectively bring about change. These IFC efforts helped spur the president’s placement of the law on business permits at the top of his agenda. Support from other parties, represented in parliament made possible the draft law’s approval in September 2005.

Communications and Engagement Approach

IFC’s Ukraine BEE Policy Development Project decided to capitalize on the momentum of the new government placement to promote national-level legislative reform of the business permits system. The strategy was two-fold:

- First, IFC launched an effort to advocate adopting a business permits law directly to the new president’s office and to other key policymakers. Stakeholders believed that if the president indicated that business permits reform was a priority on his agenda, the legislation would likely pass.
- Second, IFC launched an effort to promote the topic of permits in the mainstream media with a broad-scale campaign. The goal of the campaign was to raise awareness of the issue to a broad public audience in order to build expectations that the legislative reform would be forthcoming.

Communications Goals

1. **Increase awareness** of public stakeholders and media regarding the permits problem and reform strategy.
2. **Pressure** decisionmakers through the media.
 - **Get president’s support** for giving priority status to the permit law.
 - **Get MP’s support** for adopting the law.
 - **Neutralize resistance** by permit agencies.

Once expectation for business permits law was created, there would be momentum and pressure for politicians to pass the legislation. In addition, this approach allowed the president to “respond” to public demand, appealing to his interest in positioning himself as a receptive leader. This also created pressure on parties opposing the president to adopt a stance that would not look less “pro-business” than his.

Knowing When and How to Use Mass Media

The issue of business permits is complex and fairly specialized, and certainly not a likely topic for a typical discussion around the dinner table. Mass media would only be interested in reporting on the topic if it appealed to its audience of media consumers.

"More than a thousand regulatory documents will expire overnight if the Verkhovna Rada [parliament] approves the law on the business permit system."—Viktor Yushenko, President of Ukraine

Before the Orange Revolution, an attempt to interest mass media in the issue of reforming the national law on business permits may not have yielded strong results because media freedom and competition were more limited, and information was more controlled. As a result, the media was also less trusted by the public.

After the change in government, however, the timing was right to bring the issue to the attention of a national audience. IFC took advantage of a politically opportune time to engage and educate the media through informal press breakfasts and numerous face-to-face meetings with journalists. The project focused heavily on educating the media about the permits issue in order to ensure that media coverage presented it simply and accurately. The project also prepared a glossary of terms regarding permits reform to assist media education efforts.

However, simply engaging the media was not enough to make a rather specialized reform topic interesting to the public. IFC, therefore, popularized the issue by linking business permits reform with the success of the new government, and weaving a story that would pique the interest of mass audiences. By positioning business permits reform not only as something that would spur economic growth and jobs—something media consumers could relate to—but also as a referendum on the new government, the effort created a narrative that could interest a mass audience. The main thrust was to explain things simply and to relate media reform to simple, life issues—and also to emphasize “absurd” permit stories.

Leveraging the Media to Create Political Pressure

By associating permits reform with the new government’s reform agenda, the story acquired a broader appeal and also created political pressure on politicians and the government to deliver the law on business permits. Through the media, IFC’s communications team conveyed the message that permit reform should top the reform agenda and that failure to address this reform would signal a failure in delivering on the government’s campaign promises. For instance, the communications messages emphasized that permit reform was integral to the president’s election pledges of European Union integration, World Trade Organization (WTO)

accession, elimination of corruption, and job creation. By linking specialized reform to the government’s reform credentials, the communications effort succeeded in building public expectations that changing the law on business permits was central to the government’s reform platform. With raised public expectations, both politicians and the president would be pressured to support the reform. In addition, the media was viewed as a credible source of information in the country, and IFC’s communi-

Stakeholders and Partners

- Secretariat of the President
- Cabinet of Ministers
- Parliament
- Counsel of Entrepreneurs within the Cabinet of Ministers
- State Committee for Regulatory Policy and Entrepreneurship
- Fire Protection Agency
- Sanitary and Epidemiological Protection
- Labor Protection Agency
- Kyiv City Administration
- Kyiv Region Administration
- Mass Media
- World Bank Mission to Ukraine

Media Blitz Raises Awareness and Expectations for Permits Reform

Television

Television coverage included 33 prime time segments by six top national TV channels **Including: ICTV, 5th Channel, First National Channel and UT-1.**



Live coverage on a program called “Chas” (Time) on the 5th Channel

Print

Print coverage brought 94 press-articles in key business newspapers and magazines, including **Biznes, Holos Ukrainy (Voice of Ukraine), Kontrycty (Contracts), Den and Khrestchtik.**



Reporters covering a roundtable discussion hosted by IFC in August 2005



cations team considered it critical to ensure that the president heard about the need for permit reform through the media as well as from IFC.

Matching Messages with Audiences

A different set of messages was drawn up for four key audiences: the press, the president, parliament, and business permit agencies. The IFC team developed the messages together, ensuring that there was agreement, buy-in, and understanding among all staff. Once the messages were fully crafted and approved, IFC staff used a unified set of messages in all communications—verbal as well as written. The exercise of developing the messages together ensured that all the staff was aware of the messages and able to articulate them.

Systematically identifying the interests of each audience was critical to formulating each audience message.

Mass Media. IFC communicated a story that was compelling to its readership. Communications with the press focused not only on educating people about the reform and simplifying reform terminology, but also on weaving in the narrative of how closely linked permit reform was to election promises.

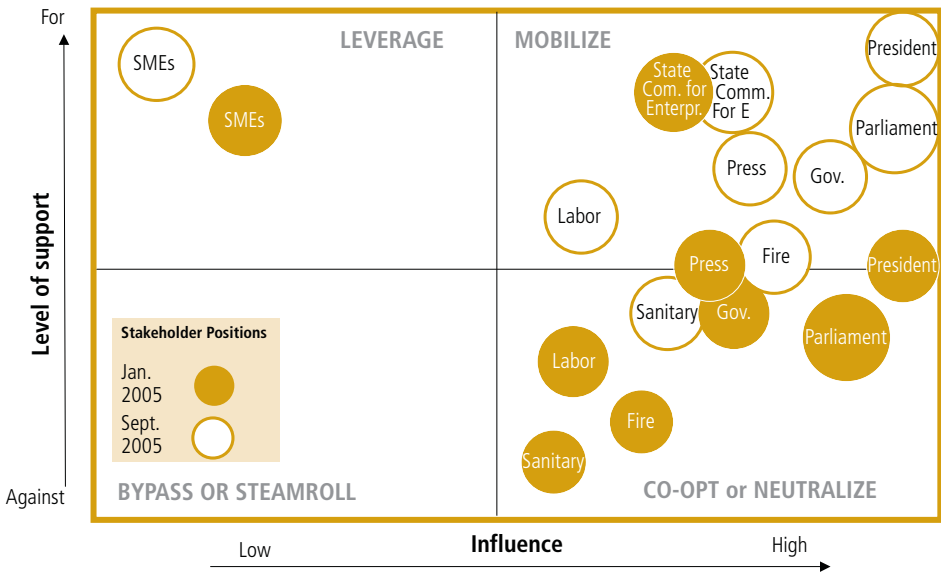
President. IFC’s key messages were that the permits law was a “ready-made and effective solution” for improving the business environment; an easy way to fulfill election pledges; and that pushing through reform before the parliamentary elections could bolster his party’s results. Because the press was informing the public about the permits law, linking electoral pledges and prospects to passage of the law was feasible. Without a media campaign, it would be difficult to illustrate how the reform would bring tangible benefits.

Parliament. Messages focused on linking permit reform to WTO accession as well as to the results of the parliamentary elections. Because business permit agencies were perceived as potential adversaries given the opportunities in the existing system for corrupt and exploitive behavior, key messages were formulated to address entrenched interests. They stressed that streamlining permits laws would reduce the burden on businesses, that unofficial payments were becoming riskier, that EU integration was inevitable, and that a step-by-step reform

process was more in the interest of the public than a “guillotine” process. Therefore,

Ukraine Communications Team’s Seven Steps to Message Design:

1. Map stakeholders to define key audiences.
2. Consider existing perceptions of key audiences.
3. Define which perceptions can be shifted.
4. Identify elements of persuasion—motivation, facts.
5. Create a list of messages for all key audiences.
6. Prioritize messages to distill key ones.
7. Test message credibility.



permits reforms were a relatively small price to pay. Crafting targeted key messages enabled the communications team to match reform consequences with entrenched interests, thereby speaking directly to the concerns of each target group.

The IFC staff credits its communications efforts with generating the support and influence of stakeholders as illustrated in the stakeholder map shown above.

Communicating Strategically to High-Level Officials

The new president had indicated that there was a pressing need to improve Ukraine’s investment climate and business environment, and had signaled a desire to identify priorities for improving them both. IFC took advantage of this opening by pressuring for the draft law on business permits to top his list of priorities, presenting the draft law as an important and critical step toward reforming the permit system and improving the business climate as a whole. IFC launched a targeted campaign to lobby a core group of presidential advisors to give the permits reform law high-priority status. The goal was to influence the new president’s agenda. The communications team reasoned that if he supported the reform, parliament would likely pass the permits law. The approach was rooted in:

“IFC survey data, analytical memos, and other support were essential for helping Ukraine with starting and advancing the permit system.”
 —Dr. Lyudmila Musina, Chief of the President’s Secretariat Economic Policy Department

- nurturing relationships with presidential advisors by being responsive to their needs;

- providing them with information to support permits and other reforms; and
- responding quickly to requests for analytical materials on the investment climate and permit reform.

IFC's *Business Environment in Ukraine* surveys were helpful in convincing stakeholders of the importance of giving permits reform high-priority status. In addition to helping the project identify the focus areas for reform, the surveys were used by IFC, BIZPRO, and the Ministry of Economics, as well as other relevant projects operating in Ukraine, to persuade stakeholders at the local, regional, and national levels that reforming the permits system was critical to the BEE.

Conclusions and Lessons

The results of IFC's communications campaign were positive on both the advocacy and media campaign front, with more than 220 media appearances including: 94 press-articles in key business newspapers and magazines; 33 prime time segments by six top national TV channels; 23 radio stories, and 46 Internet spots. In addition, IFC analysis appeared in a speech in which the president publicly requested that parliament urgently consider permits reform.

In the long run, implementation has encountered some challenges. Concentrating efforts on high-level officials and the media helped catapult this reform to the top of the president's agenda, but following the passage of the reforms, a lack of engagement of a large community of mid-level bureaucrats delayed reform implementation, requiring the project to redirect its focus in order to effectively deploy new permits processes. Although the reform passed, there was an important lesson learned: IFC had concentrated its resources on reaching audiences important for the legislative side of reform. Making this audience the priority meant there were fewer resources directed toward targeting mid-level bureaucrats critical to implementation. Without support from the latter group, implementation of the new business permits law moved slowly. Crucially however, the advocacy campaign made business-friendly reforms (and in particular permits reform) an important topic on the public agenda, making it difficult for either of the opposing political sides to ignore. When subsequent elections led to a change in majority, the new government was none less keen to show its pro-business credentials, thus avoiding a delay or backtracking in the reforms. Here are some of the lessons learned:

- **Make media education a priority.** Media organizations with a deeper understanding of the potential impact of reform are more likely to articulate the messages of reform promoters and advocates.
- **Use the media to set public expectations.** By linking permits reform to the larger presidential agenda, the communications effort created an expectation that the government would deliver on the reform.
- **Time outreach strategically.** Engaging the public was feasible because of strategic timing. The expectations created by Ukraine's political situation made it feasible to popularize and simplify the permits reform story. People were expecting the government to deliver—this was the perfect time to push the issue.
- **Build on other donor projects.** IFC's project built on and learned from previous donor efforts. Rather than starting from scratch, the project team built on the awareness generated in the private sector and applied strategic communications to bring the issue to a larger audience.
- **Communications complements other outreach efforts.** A media campaign was a logical choice because the stakeholders most affected by the reform had been engaged in the debate for some time.

Case Contributors

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7. Leveraging Surveys and Print Materials in Uzbekistan

The Uzbekistan Small and Medium-sized Enterprise (SME) Policy Project used creative outreach approaches—such as a periodic SME survey and a brochure on rights and responsibilities during business inspections—to elevate entrepreneurs’ concerns on the government’s reform agenda. Project goals were achieved by engaging key stakeholders, including the government and SMEs, in these activities and the reform process from the very first day. First Deputy Prime Minister Vyacheslav Golyshev described IFC’s surveys as “the basis and initial impetus for ongoing reform efforts.”

Project Overview

Uzbekistan has made strides in stabilizing its economy and promoting business development since the breakup of the Soviet Union. With a population of more than 25 million, Uzbekistan’s small and medium businesses played a key role in increasing the gross domestic product (GDP) and creating jobs in the private sector during this transition.

However, the business climate remained challenging. With funding from the Swiss State Secretariat for Economic Affairs (SECO), IFC launched the Uzbekistan SME Policy Project in 2001. The project offered support to the Government of Uzbekistan to improve the business environment.

The project’s first task was to identify reform priorities. IFC decided to engage key stakeholders to tackle this task: the project polled more than 2,000 entrepreneurs across the country and asked them to diagnose the key barriers to doing business in Uzbekistan. IFC decided to focus its efforts on one regulatory issue prominent in the survey responses. This strategy allowed for “testing the water” for reform and facilitate communication with all stakeholders: with one reform issue, and one message, communication could be clear and compelling.

Case Facts

Country:	Uzbekistan
Partners:	Government of Uzbekistan, IFC Uzbekistan SME Policy Project
Reform Type:	Regulatory Simplification

Results Snapshot

Stakeholder engagement ensured government and private sector buy-in for the project’s SME survey and enabled creation of a widely praised inspections brochure. Activities, outputs and results included:

- Assistance in developing nine Presidential Decrees, estimated to free up \$40 million for Uzbek SMEs.
- 110 of the project’s 170 recommendations on improving the business environment were wholly or partly adopted by the government.
- Percentage of entrepreneurs inspected per year dropped from 89 percent in 2001 to 22 percent in 2005.
- 37 focus groups held for 280 entrepreneurs in Uzbekistan’s 9 regions.
- 32,000 copies of the inspections brochure were distributed.
- 49 percent of entrepreneurs used the brochure during inspections, and 84 percent were satisfied with its content.

Survey findings showed inspections to be a key problem for entrepreneurs, and the project took this issue on as a test case. As the project progressed and achieved mid-point reform goals, it gradually took on additional areas of focus. In this manner, the project was able to also streamline registration, permits, licensing and SME reporting requirements in cooperation with the government.

This case study uses highlights from the project's first two years to show how the team built strong relations with stakeholders and had its first success in elevating the priorities of entrepreneurs onto the agenda of a government that was not clearly pro-reform.

Communications and Engagement Approach

The project's initial goal was to gain buy-in for reform in a relatively difficult environment. The approach selected was to constantly involve private and public sector stakeholders in the work of the project. One of the key methods the project relied on to engage stakeholders was a diagnostic tool: the annual SME survey IFC had launched in 2001.

Knowing that the government was wary of the messages coming from international organizations, the team decided to use the survey development process and follow-up activities to engage stakeholders and build strong relationships from the project start.

Through its survey work and consultative efforts, the project team gained the trust of key government stakeholders, leading the Ministry of Justice to ask the team to design an inspections brochure that would increase entrepreneurs' awareness of their rights and responsibilities during inspections. The brochure was highly praised by private sector representatives and the media.

Gaining Buy-In Through Engagement

Since 2001, the project team has conducted 37 focus groups for 280 entrepreneurs working across all of Uzbekistan's 9 regions. Results were used to assess the effectiveness of government efforts to improve the business environment. The team conducted focus groups:

- before survey fieldwork began, in order to incorporate feedback into the survey questionnaire; and
- after completion of survey fieldwork to help the team interpret the data and to gather quotes for use in the survey reports.

The simple step of engaging public and private sector stakeholders throughout the process—from questionnaire design to reporting on the results—ensured buy-in

for the survey and set the stage for the survey's acceptance by key stakeholders as a legitimate, authoritative source of information on the business environment.

During the development of the survey questionnaire, the project worked with each set of stakeholders in the following manner:

- **Government**—The project shared draft chapters of the survey report with the Deputy Minister for Foreign Economic Relations and the Deputy Head of the Cabinet of Ministry's Analytical Department.
- **Private sector**—The project held focus groups with the Chamber of Trade and Industry, Uzbekistan Business Women's Association, and the Association of Farmers of Uzbekistan to discuss survey design.

After field data from the survey was collected, the project team used survey data as a basis for holding focus groups and interviews on the results with key stakeholders, including high-level officials at the Ministries of Justice, Economy, Finance, and Health; the State Tax Committee; the State Customs Committee; the Central Bank; the National Bank; and with deputy heads of regional administrations. Some of the most interesting information came from mixed focus groups, in which there was joint participation of government and private sector stakeholders.

Highlighting Survey Results to Key Stakeholders

Initially, the project tried to replicate IFC's positive experience in Ukraine and focus on a media campaign to promote survey results and raise public awareness of issues that surfaced through the survey. The team rather quickly learned that in a country where mass media is under strict government control, the media is a less effective channel than direct, targeted communication with key stakeholders.

In Uzbekistan, the media also lacked the skills and ability to facilitate public dialogue and generate discussion of the key issues facing the SME community. To use project resources most effectively in this situation, the team focused on communicating with stakeholders who could directly effect change, as well as with entrepreneurs concerned by potential reforms.

The project team ensured the survey reached its intended audiences by using direct mailing to high- and mid-level government officials, as well as to heads of regional administrations and municipalities. These government audiences were chosen because they are most responsible for implementing reform. The project team also shared survey results with the donor community, business associations and educational institutions. In 2006, the direct mailing list included:

- the Prime Minister of Uzbekistan, State Adviser to the President of Uzbekistan;
- two Vice-Prime Ministers, five Ministers and three Deputy Ministers;

- seven heads of commercial banks;
- 36 mid-level government officials at various ministries;
- 25 Uzbek and foreign mass media agencies;
- ten foreign embassies in Uzbekistan; and
- 23 donor organizations international financial institutions.

"I hear a lot of positive feedback from our entrepreneurs on the inspections brochure. It's not a secret that an information shortage in the entrepreneurial community leads to misunderstandings and constant misinterpretation of legal acts. IFC's information product is an innovative method to raise the legal awareness of our SMEs."—Fakhriddin Zoirov, Chairman of Samarkand Regional Chamber of Trade and Industry

In addition, about 300 copies of the survey were distributed to the Chamber of Trade and Industry, the Business Women's Association, the Association of Farmers, and to individual entrepreneurs and students.

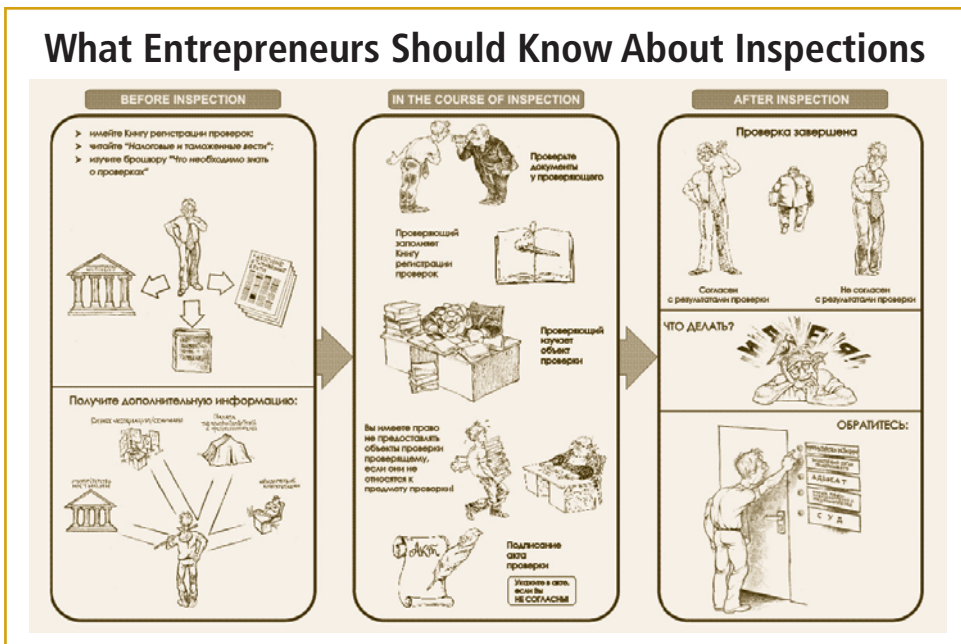
Leveraging Strong Relations with Government to Better Inform Entrepreneurs

Between 2001 and 2003, the survey consistently found that business owners had a poor understanding of inspections, which led to problems in relations with the government. The Ministry of Justice had conducted outreach efforts and distributed information about inspections. However, its efforts did not create widespread awareness of regulations and inspection procedures. In addition, survey results and anecdotal evidence showed that frequent inspections encouraged rent-seeking behavior on the part of inspectors. These problems were exacerbated by a poor awareness among business owners of their rights and responsibilities.

Through its survey work, the project team had already established strong relationships with key government stakeholders, including the Ministry of Justice. These relations served the project well: in 2003 the Ministry requested assistance from the project to address the inspections issue. The project team helped the Ministry draft a plan to develop an inspections brochure that would clearly and simply explain the inspections process.

The team advocated for creating a simple-to-understand brochure that entrepreneurs could easily reference during inspections. Ministry of Justice counterparts insisted that the brochure present the issue in strictly legal language to ensure consistency and avoid misinterpretation. The team and ministry representatives reached a compromise: some of the legal language would remain, but the brochure would include a poster foldout that could be removed and posted for easy reference.

By 2007, 32,000 copies of the inspections brochure had been distributed to Uzbek entrepreneurs. Copies were distributed chiefly through regional units of



IFC SME Policy Project: Poster Pull-out from the Inspections Brochure

the Ministry of Justice and the Chamber of Trade and Industry. In order to ensure broader distribution, especially in rural areas, the project granted reprinting rights to partner organizations such the Chamber of Trade and Industry, the Business Women's Association, and the Association of Farmers. Additionally, the brochure was reprinted in Uzbekistan's leading business newspaper. This greatly increased circulation. Regional governmental bodies also received an electronic version of the brochure, and the team posted it on the project's website: www.ifc.org/centralasia.

The project also provided hardcopies to partner organizations across Uzbekistan that made them available in places frequented by entrepreneurs, including:

- business registration offices;
- licensing and certificate offices of state agencies;
- tax and statistical agencies, where entrepreneurs submit financial and business reports;
- events or offices where SMEs seek legal consultation from business associations and the Ministry of Justice; and
- various seminars and roundtables organized by both state agencies and business associations.

The inspections brochure was not only popular within the entrepreneurial community—it was also appreciated by representatives of Uzbek business associations and mass media.

To assess the impact of the inspections brochure, the project included a follow-up question on its 2004 SME questionnaire, distributed to more than 3,000 businesses. Responses showed that 49 percent of entrepreneurs used the IFC brochure during inspections, and 84 percent were satisfied with its content.

Conclusions and Lessons

Since 2001, the project has helped the government of Uzbekistan develop nine presidential decrees. The estimated impact of these decrees is \$40 million freed up for the country's SME sector, in direct and indirect cost savings. In addition, the government of Uzbekistan has fully or partially adopted 110 of IFC's 170 survey recommendations to improve the business environment. By engaging both government and private sector stakeholders in the survey's development, as well as in presentation and dissemination of the survey results, the project team built strong relationships and credibility with both critical stakeholder groups. The survey emerged as a versatile communications tool that facilitated stakeholder engagement and government buy-in for reform recommendations. As reflected in the words of the First Deputy Prime Minister, consistent involvement of stakeholders and wide dissemination of survey results helped the project establish credibility and build the trust necessary to advance the reform agenda. Here are some of the lessons learned:

- **Explore innovative uses of diagnostic tools.** A single-purpose survey could be used for a variety of tasks, including identifying gaps in stakeholder perceptions and gaining credibility for the project; and monitoring the success of communications efforts or products, and the progress of business environment reforms.
- **Keep stakeholders informed through whatever channels that work best.** Direct mailings of survey reports were most effective in informing government officials of survey results, while inviting them to discuss contentious issues and problem areas in the SME sector through focus groups enabled open dialogue.
- **Engage stakeholders in pre-testing survey and communications materials.** In conducting focus groups to test survey materials, the project team not only improved its survey design but also leveraged a diagnostics activity for stakeholder engagement, increasing the chances of buy-in from all involved.

Case Contributors

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Part III

Annexes

Annex 1: Tools and Templates

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Diagnose Phase Tools and Templates

Stakeholder Analysis Report Outline

1. List of stakeholders surveyed, captured in the Stakeholder Identification Table (see template below).
2. Identification of stakeholders by category
3. Discussion of stakeholder perceptions, highlighting shared opinions and differing areas of opinion.
4. Refined list of perceived stakeholder interests, listing of key concerns or expectations of each stakeholder group.
5. Evaluation of stakeholder level of support for or opposition to reform, and stakeholder level of influence over project success, captured in the Stakeholder Support and Influence Table (see template below).
6. Ranking of stakeholders according to their levels of support and influence, as captured in the Stakeholder Support and Influence Matrix (see template below).
7. Visual depiction of stakeholder landscape with rankings by degree of support and influence, as captured in the stakeholder mapping (see stakeholder map template below).
8. Evaluation of potential impact on project and emerging recommendations for gaining support for reform and diffusing opposition.
9. In addition, samples of project interview guides, copies of surveys and samples of other data gathering tools utilized by the project in stakeholder analysis, should be included in an Annex to the project's Stakeholder Analysis Report.

Stakeholder Identification Table

Stakeholder Category	Description	Stakeholder Group	Interests at stake in relation to specific reform/project	Potential impact on project success: Positive (+) Negative (-) Neutral (o)
Key				
Primary				
Secondary				

Source: Adapted from "Toolbox: Stakeholder Analysis," DFID, London, U.K.

Stakeholder Support and Influence Table

Stakeholder Category	Stakeholder Group	Interests at stake in relation to specific reform/project	Potential impact on project success: Positive (+) Negative (-) Neutral (o)	Level of Support for Reform 1 – Strong Opposition 2 – Moderate Opposition 3 – Undecided/Unknown 4 – Moderate Support 5 – High Level of Support	Level of Influence over Project Success 1 – Little/No Influence 2 – Some Influence 3 – Unknown 4 – Moderate Influence 5 – Significant Influence
Key					
Primary					
Secondary					

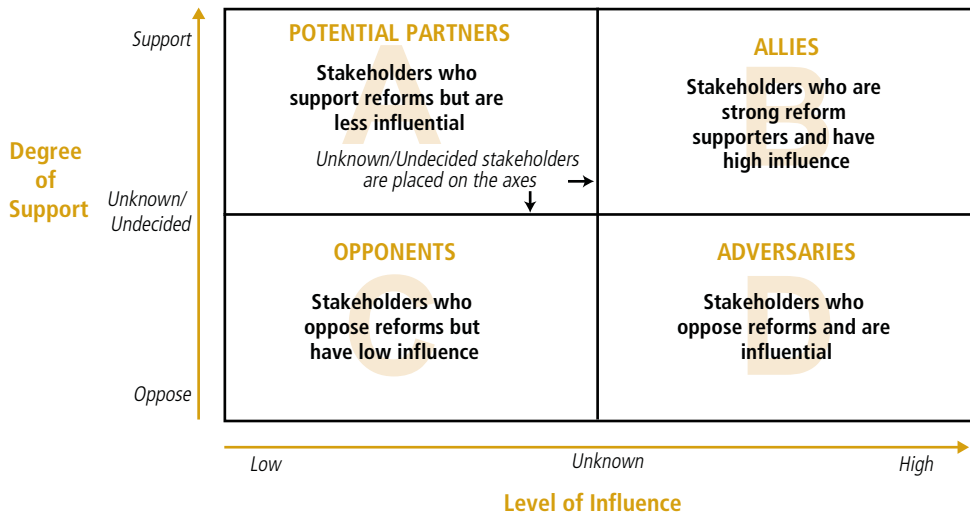
Stakeholder Support and Influence Matrix

Level of support for reform by stakeholder					
Influence of stakeholder	Little/No Support	Some Support	Unknown/Undecided	Moderate Support	Significant Support
Little/No Influence					
Some Influence					
Unknown					
Moderate Influence					
Significant Influence					

Stakeholder Perceptions Table

Perception	Stakeholders Sharing Perception	Stakeholders Disagreeing with the Perception

Stakeholder Mapping Template



Communication Channel Assessment Table

Channel	Pros	Cons	Recommendations
TV			
Radio			
Periodicals			
Books			
Brochures			
Billboards			
Posters			
Videos			
Websites			
Email			
Blogs			
Meetings			
Workshops			
Seminars			
Venues			
Street Gatherings			
Word of mouth			
Other			

Stakeholder Interview Template

In-depth interviews with stakeholders allow the project team to provide input into the effort, evaluate whether the proposed reform is justified, and investigate several key factors, such as the level of stakeholder *awareness and perception*, level of *support* for reforms, and stakeholders’ preferences for *communication channels*.

Interview notes should be captured by a note-taker or interviewer and shared with the rest of the team (see interview questionnaire template for recording interview notes below). Takeaways from interviews should then be compared and contrasted with research from other primary and secondary sources to get a complete picture of stakeholder perceptions, preferences, and concerns.

Stakeholder Interview Document	
Date:	
Name(s):	
Organization:	
Areas of interest:	
Contact details:	
Interviewer(s):	
Note taker:	
Interview notes:	
Follow up:	

Source: Adapted from Benjamin Herzberg and Andrew Wright. 2006. “Public—Private Dialogue Handbook: A Toolkit for Business Environment Reformers.” World Bank Group, DFID and OECD.

Sample Interview Guide

The following interview guide was used by the Armenia Tax Improvement Project (ATIP) in its data gathering stage. Meeting notes were taken for each stakeholder interview, distributed to all ATIP team members, and archived for reference by the ATIP implementation team.

1. ATIP Introduction

- Overview of program objectives and timeline. Discussion of stakeholder roles
- Discussion of interviewee’s role in the tax environment of Armenia

ATIP Stakeholder Interview Template	
Date:	Date of interview
Interviewee(s):	Stakeholder's name and title
Organization:	Stakeholder's organization
Interviewer(s):	Stakeholder team representative, other ATIP member
ATIP team focus:	Stakeholder Analysis

2. Tax Environment

- Top five issues or areas of improvement in the Armenian tax system
- Greatest opportunities for expanding the Armenian tax base
- Top issues with Armenia's tax legislation and the resulting impacts

3. State Tax Service

- Level of engagement with the State Tax Service of Armenia, level of support for reform
- Public and personal perception of the STS
- Greatest assets of the STS and key improvement areas

4. Stakeholder Assessment

- Personal and organizational level of influence on reform process
- Discussion of tax-related stakeholder groups, formal and informal advocacy groups
- Role of the media, accounting, auditing, consulting industries

5. Ongoing Engagement

- Interest in collaborating or coordinating with the ATIP program in the future
- Contact information and mutual understanding of future involvement

Source: Strategic Communications Team, Booz Allen Hamilton.

Designing a Survey

Designing, developing, and implementing surveys for BEE reform projects can follow a simple seven-step process:

1. Establish the goals of the survey, determine what you want to learn
2. Determine a sample, decide whom you will survey
3. Choose survey methodology, know how you will gather the survey data
4. Create your questionnaire, determine what you will ask
5. Pre-test the survey, if practical—test the questions with target audience
6. Conduct the survey, ask the questions and enter the results
7. Analyze the data and produce the reports

Step 1: Establish the goals

The first step in any survey is deciding what you want to learn. The goals of the project determine who you will survey and what you will ask them. Typical goals in BEE reform setting include:

- Opinion about BEE reform priorities
- Preferences for communication channels
- Satisfaction levels with current processes and procedures
- Awareness of reform issues
- Attitudes toward current reform efforts.

Step 2. Determine a sample

The team should decide on a target audience for the survey. Typical audiences for BEE reform include SME and private sector representatives, employees of ministries and other governmental agencies, or members of associations. Next, the team should decide how many people it will need to interview. A small, representative sample of the target group usually reflects the opinions of the group from which it is drawn.

Step 3. Choose survey methodology

Surveys can be conducted by phone, over the mail, via the Internet, by e-mail, or by paper questionnaire. The choice of survey method will depend on several factors, including those listed below.

Survey Methodology Considerations	
Speed	E-mail and web surveys are the fastest methods, followed by telephone interviewing. Mail surveys are typically the slowest medium.
Cost	Personal interviews are the most expensive followed by telephone and then mail. E-mail and web page surveys are the least expensive for large samples.
Internet Usage	Web page and e-mail surveys offer significant advantages, but you may not be able to generalize their results to the population as a whole.
Literacy Levels	Illiterate and less-educated people rarely respond to mail surveys and are commonly unable to use high tech tools.
Sensitive Questions	People are more likely to answer sensitive questions when interviewed by a computer or another impersonal medium.
Video, Sound, Graphics	If you need survey respondents to react to video, audio, or images, that will determine how you gather the information. Videos can be played on a web page or in person, while audio can be played over the telephone. You can show pictures in person, via computer, or by mail.

Step 4. Create the questionnaire

The survey design should fit the medium of choice. The team should consider that phone interviews cannot utilize pictures, and people responding to mail or web surveys can not easily ask clarifying questions. Personal or sensitive questions are best handled by mediums that ensure anonymity or confidentiality, such as mail or computer surveys.

Surveys should be short and simple. Many respondents will terminate a survey if faced with a 20-page questionnaire. If necessary, the questions should be sorted into three groups: must know, useful to know, and nice to know. The last group should be discarded unless the previous two groups are very short.

Surveys should start with a welcome and introduction, stating who the surveyors are and why they are collecting the information. A good introduction will encourage people to complete your questionnaire.

Surveys should allow a “Don’t Know” or “Not Applicable” response to all questions, except to those in which the team is certain that all respondents are willing to respond and have a clear answer. For example, many people will abandon a questionnaire that asks them to specify their income, without offering a “decline to state” choice. For the same reason, the team should include “Other” or “None” whenever either of these is a logically possible answer.

Researchers use three basic types of questions: multiple choice, numeric open end, and text open end. Rating scale and agreement scale questions can be treated both as multiple choice and as numeric open end. Examples of each question follow:

Multiple Choice:

Which channel do you prefer for receiving information about tax amnesty for sole proprietors?

- Television
- Radio
- Periodicals
- Billboards
- Posters
- Other

Numeric Open End:

- How many people did your company employ last year? _____

Text Open End:

- How can the government help you in registering your business? _____

Rating Scale:

How would you rate the results of municipal simplification reform campaign conducted last year?

- Very effective
- Effective
- Fair
- Poor
- Don't know

Agreement Scale:

Romania offers adequate patent, copyright, and other intellectual property protection for my company to do business there:

1	2	3	4	5
Strongly Disagree	Disagree	No Opinion/Don't Know	Agree	Strongly Agree

Early questions in a survey should be easy to answer to encourage participation and help build a rapport with the interviewer in phone surveys. Grouping questions together makes the questionnaire easier to answer. Difficult or sensitive questions should be left until near the end of the survey. Question order can sway opinions—when mentioning one question reminds respondents of an answer to a later question. In some cases this problem can be reduced by randomizing the order of related questions.

The issue of habituation or survey fatigue may arise when a series of questions have the same answer choices, so that respondents may start giving the same answer without considering the question. The questionnaire layout is especially important for paper, computer, and Internet surveys. The survey should be formatted attractively and be easy to understand and complete.

Step 5. Pre-test the survey

The last step in survey design is to pre-test it with a small number of respondents. Ideally, you should test the survey with an audience similar to your target audience and survey sample. This can reveal unanticipated problems with wording of questions, instructions, etc. It can help determine if interviewees understand your questions and are giving correct and useful answers. If any changes are made to questions after a pre-test, results from the pre-test should not be combined with final survey results.

Step 6. Conduct the survey, ask the questions and enter the results

The team should conduct the survey using a consistent format and method. Completed survey questionnaires should be gathered and the data can be captured in a single spreadsheet.

Step 7. Analyze the data and produce the reports

Once the survey is implemented and all responses are collected, the team should aggregate and analyze the data, discuss findings, and consider applying various filters to identify patterns in the data and gain further insights into survey responses. The team should develop project-specific recommendations based on survey results and integrate the recommendations into the project's communications and stakeholder engagement strategy.

Source: Adapted from <http://www.surveysystem.com/sdesign.htm>,

Conducting Focus Groups

Focus groups are a qualitative research technique involving a small group discussion led by a trained facilitator. They allow a project team to ask questions that are not easily answered through surveys, and they reveal the depth of opinions because participants interact and build on each other's ideas. In addition, focus groups allow participants to ask clarifying questions, informing them on BEE initiatives and building better relations and stronger ties with certain stakeholder groups.⁴⁶

A simple ten-step process can be followed to design an effective focus group for reform projects:

Step 1. Define the purpose

The team should clearly and concisely define the purpose and goals of the focus group. It should decide what information it seeks from the participants before designing the event, and record the information in a purpose statement.

Step 1: Sample Purpose Statement

The purpose of this focus group is to:

- Document awareness and perceptions of Nicaragua Municipal Simplification Program
- Determine communication channels most effective for disseminating information about the program

Adapted from Nicaragua Municipal Procedures Simplification Program

Step 2. Define a timeline

A timeline will help keep the effort on schedule. Although timelines depends on the extent of a research effort, several weeks are usually sufficient for design and planning a focus group. The timeline should include all stages of the project, from defining the purpose to completing the analysis and providing a final report on the findings.

Step 3. Identify and invite participants

The purpose statement serves as a guideline defining which focus group participants should be invited to collect the information required by a project. Considerations may include the need for representatives from various stakeholder groups or participants from certain industries, locations, varying education levels, etc. Once the team has identified the desired attendee attributes, it should develop an invitation list. Ideally, focus groups include six to twelve participants, since a larger group may reduce the opportunities for each participant to express his or her opinion.

⁴⁶ Cécilia Cabañero-Verzosa. 2003. "Strategic Communication for Development Projects. A Toolkit for Task Team Leaders." World Bank Group. Washington, D.C.

However, an original invitation list should include additional attendees to allow for attendees to decline invitations, as well as cancellations and no-shows.

Step 4. Develop the questions

Focus group sessions should be limited in time and focus. Therefore, the team should aim to develop a minimum number of questions that elicit as much information as possible. Four to five open-ended questions are generally sufficient for a two-hour session. The first two questions serve as icebreaker or warm-up questions, while the last three should encompass the heart of the issue. The team should consider that the sequence and tone in which the questions are asked may influence the level of response from the participants. Open-ended questions tend to elicit more discussion than close-ended questions.

Step 4: Sample Focus Group Questions

- What does the municipal simplification program mean to you? Are you familiar with the program?
- What do you think has made the program successful or unsuccessful?
- Does the general public know about this program?
- What should be done to make it more effective?
- What is the most effective way of creating awareness about the program: radio, television, film, flyers, posters, brochures, banners, billboards, the Internet?
- Which radio stations are most popular here?
- How would you inform business owners about the features of this municipal simplification program?

Adapted from Nicaragua Municipal Procedures Simplification Program

Step 5. Develop a script

A script helps the facilitator to keep track of the time and the material that needs to be covered during the focus group. By scripting the questions, the project teams can have better control over the phrasing and sequence of questions asked. A script also allows the facilitator to have a stronger grasp of the goals and objectives for the focus group.

Step 6. Select a facilitator and support staff

Focus group participants will be more comfortable expressing their opinions in a non-judgmental environment. Thus, the research team should choose a facilitator who has a neutral opinion on the issues at stake, and is trained to encourage participants to share their opinion. A trained facilitator is particularly effective for managing strong personalities who may dominate conversation as well as eliciting responses from those who might be hesitant to participate. The facilitator must be able to observe group dynamics while keep track of time and research progress at the same time. The team should also consider assigning a note taker to capture information during the focus group, a translator if translation is necessary between

facilitator and participants, and an assistant to coordinate any administrative issues arising during the focus group.

Step 7. Choose a location and arrange necessities

When choosing a location for a focus group the team should consider available budget and resources as well as availability, accessibility, and space capacity. It is also important to consult with local staff to consider whether participants will be comfortable in the chosen location, such as a hotel conference room or a corporate office. An open seating arrangement in a U-shape or other open pattern encourages conversation. Focus group necessities should be purchased or arranged ahead of time to ensure facilitator and participants have all the tools needed to support a dialogue.

Step 7: What to Bring

- Questions/Script
- Flip chart or easel paper
- List of participants
- Markers
- Name tags
- Notepads and pencils
- Watch or clock
- Markers
- Refreshments
- Masking tape

Step 8. Conduct the focus group

Once planning is complete, the team should follow the plan and the script for conducting their focus group. The facilitator should:

- Help participants feel comfortable by facilitating introductions, being friendly, and welcoming participants upon their arrival
- Ensure that each participant has a chance to voice his or her opinion
- Aim to get full answers from participants, rather than a simple yes or no answer
- Keep track of the time so that all of the questions can be covered, and responses and discussions are focused on the issue
- Ensure the group discussion remains respectful and impersonal
- Upon completion, thank the participants for attending and explain how their responses will be used.

Step 9. Interpret and report the results

The team, facilitator, and note taker should summarize notes and observations and fully transcribe participant responses shortly after the session. Once the results are

recorded, the team should look for trends in the responses, compare the findings with research from other sources, analyze implications and summarize their findings. A summary of the focus group findings, details of the session, overall results and conclusions can be captured in a final written report that serves as a reference for the issue at hand. In some instances, focus group findings can also be shared with participants.

Step 10. Turn results into action and follow up with participants

The final step is to brief the team or certain project stakeholder groups about the main themes, issues, problems or questions that arose during the session. The team should put the information in context by comparing and contrasting the focus group results with information collected from other sources, and discussing possible solutions for addressing the issue at hand. Finally, a thank-you letter to focus group participants should be mailed as a common courtesy. The letter helps foster stronger ties with the participants by informing them about the outcomes of the focus group.

Sample Focus Group Planning Timeline

Weeks 1–2	Weeks 3–4	Weeks 5–6	Week 7	Session Day	Week 1 Post
<p>Step 1 Define the purpose</p> <p>Step 2 Define a timeline</p> <p>Step 3 Identify and invite participants</p>	<p>Step 4 Develop questions</p> <p>Step 5 Develop a script</p> <p>Step 6 Select a facilitator and support staff</p>	<p>Step 7 Choose a location and arrange necessities</p>	<p>Repeat Step 3 Invite additional participants in case of cancellations</p>	<p>Step 8 Conduct the focus group</p>	<p>Step 9 Interpret and report the results</p> <p>Step 10 Turn results into action and follow up with participants</p>

Sample Project Overview Document



Project Fact Sheet

The Business Enabling Environment Pillar: Business Start-Up Simplification in Alexandria

What is the Project all about?

Business start-ups face lengthy, costly and complex registration and licensing processes. Multiple authorities demand documents and fees to approve the creation of an enterprise, often in an uncoordinated manner. As a result some investors often prefer staying small and informal or to not invest at all.

The **main objective** of the Business Start-Up Simplification Project in Alexandria is to streamline administrative procedures related to business registration, building licenses, industrial licenses, and operating licenses to create simpler and more transparent processes for investors. It supports improvements through the introduction of new best practices such as automated processes, single access points for businesses and transparent communication systems as well as building up civil servant capacity and efficiency.

The **expected outcome** of the Project is a substantial reduction in the number of procedures and time it takes businesses to comply with entry and licensing requirements. This should lead to an increase in the number and value of business registrations, and licensing granted, be it through the formalization of informal firms or through the attraction of new investments because Egypt is now perceived as a more attractive investment location.

The **expected impact** of the Project is to increase private investments in more productive and competitive firms. This in turn is expected to strengthen economic growth, including more employment and income opportunities in Egypt.

What does the Project offer?

- Technical assistance in evaluating the complexity of business registration and licensing procedures.
- Advice on how to develop streamlined, transparent and “business-friendly” processes.
- Capacity building of staff in the relevant institutions.
- Knowledge sharing from IFC’s partner’s in developing and developed countries.
- Enhancing communication and coordination channels across related authorities.
- Dialogue between the public and private sector.

Who is IFC-PEP MENA working with?

The Government of Egypt has shown a strong commitment to reducing bureaucratic constraints to businesses and is endorsing reforms at the national and regional levels. The Governorate of Alexandria is working closely with the General Authority for Free Zones and Investment (GAFI) to develop streamlined business registration and licensing procedures and upgrade an Investment Services One-Stop-Shop addressing the needs of businesses in the north of Egypt. In addition, the World Bank-funded *Alexandria Growth Pole Project* is actively taking part in this reform effort through its commitment to support the automation of the business start-up procedures in the Alexandria's One-Stop-Shop.

Project details

In October 2005, IFC PEP-MENA signed an agreement jointly with GAFI and the Governorate of Alexandria to simplify administrative procedures. Working closely with the newly established GAFI One-Stop Shop, the project focuses on the region of Greater Alexandria to develop a functional and efficient pilot of streamlined start-up procedures, applicable to the entire country.

The project is divided into four key phases:

1. Process Mapping and Benchmark Surveys
2. Process Evaluation and Re-Engineering
3. Implementation of New Administrative Processes
4. Automation of the New System of Procedures



IFC's Project in the Alexandria One Stop Shop serves as a pilot that can be replicated in GAFI's network of OSS Centers throughout the country.

Project Progress

Registration

In August 2006, mapping of the registration and licensing processes was completed. GAFI and the Industrial Development Authority (IDA) both have adopted reform initiatives and with the help of IFC, already identified several processes for direct and potential streamlining.

IFC and GAFI have conducted reengineering sessions and have resulted in identifying and eliminating nine internal administrative procedures and the re-delegation of authority which have resulted in reducing the registration process duration to 2–3 days.

And based on the streamlined registration process, IFC has started the automation of the registration as a pilot process to be replicated over the licensing scheme.

Tax Card

To reduce the duration of issuing the Tax Card, GAFI has initiated talks with the Ministry of Finance to mutually agree on streamlining steps targeting to issue the Tax Card within one week from application.

Industrial Licensing

IFC and IDA have entered into an agreement to cooperate and join resources in order to streamline industrial projects related licensing. IDA started reforming the industrial projects service and with the assistance of IFC, has identified potential streamlining areas.

IDA merged the land assignment and the industrial project approval processes and is currently merging the industrial registration with the operating license process and in coordination with GAFI and IFC is decentralizing the registration process through restructuring the IDA Office in GAFI Alexandria OSS and delegating authority to the Unit to process industrial licensing.

Building Permits

IFC has initiated talks with the Ministry of Housing during November 2006 and they mutually agreed to share resources and cooperate in order to streamline the building permitting process. The Ministry of Housing has drafted a new legislation (The Unified Construction Law) which merges all building and construction current laws into one law. The Ministry of Housing has entered the draft law into the legislative cycle and is expected to be passed by mid 2007.

The Ministry of Housing and IFC have principally agreed to jointly select two pilot areas in Alexandria in coordination with the World Bank-funded Alexandria Growth Pole Project – funded by the World Bank, to compile all requirements and streamline the building permit process and the related authorities' approval through the Governorate of Alexandria.

Private Sector Participation

IFC and the Alexandria Business Association (ABA) have agreed to cooperate throughout the project phases, ABA has formed two committees: Construction Committee

and Industrial Committee to represent ABA in related streamlining workshops. Both committees comprise of industry specific system experienced businessmen to reflect the private sector experience in licensing, major difficulties encountered and practical recommendations for streamlining the licensing processes.

What are we aiming for?

In the initial reform phase, we aim to reduce present time requirements and procedures to at least 50% in collaboration with all partners. In parallel, international examples of best practice will be used to identify even more drastic simplifications.

Contacts

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Sample Communications Officer Responsibilities



Job Opportunities

About the IFC

The International Finance Corporation (IFC), a member of the World Bank Group, promotes sustainable private sector investment in developing countries as a way to reduce poverty and improve people's lives.

About the BICF

The IFC has established a fund known as the Bangladesh Investment Climate Fund (BICF). The mission of the BICF is to assist the Government of Bangladesh to promote pro-poor growth for increasing income and employment for the poor through improving the investment climate. Consistent with the Government's strategic vision for private sector development within its overall poverty reduction strategy, the Government and the BICF will jointly design and implement programs to institute more business friendly policies, laws and regulations, and strengthen the institutions and civil servants who implement them. This is a significant and highly innovative initiative, with IFC playing a lead role in what is a major long-term private sector reform effort.

Communications Officer:

The BICF is seeking qualified candidates for the position of Communications Officer. The communications office within the BICF will oversee internal and external communications, knowledge management, monitoring and evaluations programs, and manage input to project teams regarding stakeholder management.

The Role:

- Plan, develop, and implement effective communications and outreach strategies in order to raise external awareness and understanding of the BICF among the public and private sector stakeholders in Bangladesh
- Manage the assessment and analysis of the interest of stakeholders impacted by all BICF interventions
- Manage the development of communications audits and the design and implementations of communication strategies to address the interests of stakeholders affected by all BICF interventions

- Provide technical assistance in the implementation of individual BICF projects regarding stakeholders and communications
- Manage project communications and regular updates among IFC, the World Bank, the Development Partners, and field office to headquarter communications
- Manage branding of the BICF in cooperation with existing brands (IFC, WB, Development Partners)
- Develop and implement knowledge management systems to document and communicate lessons learned and best practices locally, regionally and internationally (in coordination with current IFC knowledge management practices)
- Oversee monitoring and evaluation of BICF projects according to IFC standards in order to capture and communicate results
- Develop content for websites, reports, press releases, external and internal communications as appropriate
- Manage project-related events (workshops, roundtables, etc.); attend relevant events as BICF representative where appropriate
- Support Program Office, Client Relations office, and BICF management with communications needs

The candidate is expected to have an advanced degree in a relevant field—Communications, Business Administration, International Relations—and 6 to 8 years of relevant experience in planning, executing and monitoring communications and knowledge management strategies.

Specific Qualifications:

- Excellent written, oral communication and presentation skills
- Language fluency in English is essential for the position
- Previous supervisory experience
- Previous experience in stakeholder management of reform projects desirable
- Proven competency in project and time management and multitasking
- Previous website design and management preferred
- Experience writing press releases, project descriptions, and marketing communications for an external and internal audience

- Ability to deal sensitively in multicultural environments and build effective working relations with local and international partners in the private sector, in the academic community and with client government
- Knowledge of the international development community, specifically IFC and World Bank and other donors preferred
- International work experience highly desired

All eligible candidates for above positions are advised to apply to the following address within 10 days from the date of this advertisement. Only short-listed candidates will be contacted.

Human Resources

IFC/SEDF, The World Bank group

Bay's Galleria(2nd floor) , 57, Gulshan Avenue, Dhaka – 1212, Bangladesh

Sample Terms of Reference for Development of Communications Strategies

Simplification of Municipal Procedures

Consulting Firm to Develop Communications Strategies in The Municipalities of Leon, Granada, and Masaya

Terms of Reference

International Finance Corporation

LAC Facility

Background and Objective

The International Finance Corporation (IFC) has established a Facility to provide technical assistance to selected Latin American and Caribbean (LAC) countries. The core objective of IFC LAC Facility is to promote private sector development and hence contribute to poverty reduction in LAC. To achieve this objective most effectively, IFC has identified four areas of action on which to focus its technical assistance program: (i) Improving the Business Enabling Environment (BEE), (ii) Access to Finance, (iii) Enhancing Local Benefits from IFC Investments, and iv) Sector Strengthening.

BEE is designed to assist countries in improving those areas of the business environment where the public sector regulates the private sector. The BEE program is currently focused on its flagship product, Municipal Simplification. This product line provides direct non-reimbursable technical assistance to municipalities to simplify and improve the efficiency of business regulation and administrative processes. Projects incorporate the private sector into the process as both a partner and beneficiary in order to enhance reform sustainability. In this manner projects assure the involvement of local stakeholders and help form a natural pressure group to ensure that reforms are not reversed by future administrations.

In 2004 the Facility launched a project in Nicaragua to improve the business licensing process in three Municipalities: Leon, Granada, and Masaya. The project selected a Technical Secretariat to coordinate the implementation of these reforms, and simplified the procedures for obtaining both a Municipal Operating License and Construction Permit in all three Municipalities. This included close collaboration with public and private sector stakeholders such as the Association of Nicaraguan Municipalities (AMUNIC), Nicaragua Chamber of Commerce (CACONIC), and Presidential Commission on Competitiveness (CPC). The project has already successfully performed the initial Diagnostic Report and prepared the Reform Proposal. Currently, all three Municipalities are concluding reform implementation, and initial results have shown significant reductions in the number of days, costs, and requi-

rements necessary to obtain both a Municipal Operating License and Construction Permit in all three locations.

General Objective and Purpose of the Assignment

The objective of the current project is to build on the current reform efforts in place in the Municipalities of Leon, Granada, and Masaya, and develop both external and internal communications strategies and materials to promote reform efforts. This is an important mechanism for reform sustainability, and includes creating an extensive communications plan, utilizing local media outlets, and designing all necessary brochures, templates, and other relevant communications pieces needed to assist entrepreneurs with the business registration process in each Municipality. The IFC LAC Facility will finance this project, and have found a need to contract a firm that will be able to carry out this entire communications campaign in all three Municipalities.

Responsibilities and Scope of Work

The Facility will be responsible for overall project supervision, and the consulting firm will be responsible for reporting project updates, coordinating relevant activities with the program officer and program manager of the Facility, and completing all activities and project deliverables outlined in this Terms of Reference..

The consulting firm will carry out the following project activities related to the planning and design of communications strategies and materials:

- Develop new forms or applications to be used in each Municipality that educates entrepreneurs, and enables them to complete the necessary simplified procedures in an efficient manner.
- Create internal and external communications materials that detail the new, simplified procedures for obtaining a Municipal Operating License and Construction Permit. This will include materials to be used for distribution to each local business community, as well as materials that will be utilized in each Municipality to assist entrepreneurs with both of these business regulations and processes.
 - In total, at least eight (8) types of communications pieces must be created (e.g., informative folders, brochures, banners, etc.), and the firm must collaborate with each Municipality to select a total of at least five (5) communications pieces that will be utilized internally in each Municipality, as well as for distribution to each local business community.
- Collaborate with municipal authorities in the three municipalities and assess current approaches to develop strategies to promote simplification reforms.

- Organize at least one event in each municipality (at least three events in total) that will present and promote reform messages to each local community. Each event must include detailed explanations of the new, simplified procedures for obtaining both a Municipal Operating License and Construction Permit, as well as all communications materials related to both of these business regulations and processes.
 - Each event must have at least 100 participants and include representatives from the private sector, international cooperation organizations, municipal governments, and IFC.
- Perform a market and media analysis, and prepare an extensive communications report and implementation plan that outlines the most appropriate communications strategies to be utilized to spread reform messages.

The consulting firm will also carry out the following project activities related to the production and installation of communications strategies and materials:

- Produce and distribute at least 1000 new forms or applications that will be used in each Municipality.
- Produce and distribute each of the five (5) communications pieces that were selected to be utilized in each Municipality and local business community.
- Organize events to promote reforms and ensure that all the necessary logistics for events are considered. The organization of events includes: identifying and inviting event participants, advertising and promoting events, preparing all event materials, and any other activities necessary to successfully carry out events.
- Produce all event materials, which include invitations, agendas, programs, confirmations / registration materials, and presentations, among others.

Deliverables

The consulting firm must submit the following reports to the LAC Facility:

1. Communications Strategy Report (must be submitted no later that June 5, 2006)
 - a. This must include summary of market research results and explain all approaches to be used to spread reform messages and increase reform visibility, and include final drafts of all form or applications, communications pieces, event materials, press releases, advertisements, conferences, etc. to be utilized.
2. Final Report on the development of new communications materials (must be submitted no later that July 31, 2006)

- a. This includes all copies of all publications of communications pieces created to assist entrepreneurs with the business registration process in each Municipality
- b. This also includes collecting the final products of all released media productions and other communications strategies that were implemented during this timeframe

All deliverables must be submitted on a CD and written in both English and Spanish.

Confidentiality Statement

All data and information received from IFC for the purpose of this assignment are to be treated confidentially and are only to be used in connection with the execution of these Terms of Reference. All intellectual property rights arising from the execution of these Terms of Reference are assigned to IFC. The contents of written materials obtained and used in this assignment may not be disclosed to any third parties without the expressed advance written authorization of the IFC.

Ownership of Materials

Any deliverables under this assignment in any forms will be the property of IFC LAC Facility, including any intellectual property developed under this assignment. All project deliverables, including reports and other creative work called for by these Terms of Reference, in written, graphic, audio, visual, electronic or other forms shall acknowledge the support of IFC. Such acknowledgment shall contain the IFC logo. The IFC logo should be included in all documents published and distributed. All events that take place in order to extract information, to validate the results, or to distribute the documents, should have an IFC banner.

The IFC and LAC Facility can use the accumulated experience of this project to support other legal procedure simplification projects in Nicaragua or any other countries in the world.

Qualifications and Position Requirements

The consulting firm must demonstrate the following:

- Extensive experience designing communications campaigns, as well as creating and producing a wide range of communications materials
- Minimum of five (5) years experience in the creation and implementation of communications strategies and materials

- Multi-disciplinary team of experts that have demonstrated expertise in communications planning and productions

Contract Duration and Payment

The consulting firm will be paid a lump sum total of USD 29 990, and will have a contract that will begin in May 15 2006 and end July 31, 2006.

Design Phase Tools and Templates

Stakeholder Priority Table Template

Stakeholder Group Illustrative groups for environmental clearance certificate reform	Criticality to Reform Success Ability/Willingness to Impede OR Contribute to Reform Success (High, Medium, Low)				
	Diagnostic	Design	Implementation		Monitoring and Evaluation
			Pre-policy change	Post-policy change	
Dept. of Environmental Divisional Offices					
Inspectors/Chemists					
Local Communities					

Stakeholder Engagement Matrix Template

Stage in Project	Type of Engagement			
	Communication <i>One-way information flow</i>	Consultation <i>Two-way information flow</i>	Negotiation <i>Increasing control over decision-making</i>	Participation <i>Transfer of control over decisions and resources</i>
Diagnostics				
Solution Design				
Implementation				
Monitoring and Evaluation				

Stakeholder Engagement Strategy Outline

Overview

Describes the overall engagement approach and its expected benefits to the reform effort.

Goals

Outlines the three to five engagement goals accompanied by a narrative on why those goals were chosen, as well as why each specific goal will enable the reform effort.

Partners and Champions

Describes which partners will be involved in implementing the strategy— as either task leaders or in a support capacity—and identifying any champions that the project intends to cultivate.

Priority Stakeholders and Timing

Describes which stakeholders will be critical to reform success during which project phase.

Engagement Approach

Describes what types of engagement will be used with which stakeholders and what mechanisms will be used to implement the approach.

Roles and Responsibilities

Outlines the project's role in implementing the strategy and delineates the partners who will take ownership of distinct segments of the approach (for example, a business association may lead a public-private dialogue that will address consultation and negotiation, while the IFC facility may take on the strategic communications work-stream that addresses communication and consultation).

Evaluation Approach

Documents the expected outcomes of the strategy and the evaluation methods, and assigns responsibility for collecting baseline data and conducting evaluation activities.

Contacts/References

Lists contact information for appropriate stakeholders and for any individuals or organizations that will be involved in implementing the strategy.

Develop Phase Tools and Templates

Message Platform Template

Stakeholder	Behavior Change Objective (what do we want them to do)	Motivations and Interests (what's in it for them)	Audience-Specific Messages (focus of communication to them)	Campaign-Level Reform Messages (communication to all)

Communications Plan Outline

The *Communications Plan* includes information collected through the exercises in *Diagnose*, *Design* and *Develop* phases, and details specific activities that the project team will execute in the *Deploy* phase.

<p>Audience-Specific Objectives</p> <p>A summary of key communication objectives in support of a project or reform effort</p>
<p>Audiences</p> <p>A detailed statement on the target audiences for communication activities. Summary of who you will be communicating with, stakeholder interests, priorities. When necessary, include a breakdown of stakeholder subgroups.</p>
<p>Messages</p> <p>A summary of key messages that are aligned with your communication objectives and are crafted to appeal to your key audiences.</p>
<p>Channels</p> <p>Most appropriate channels for reaching your target audiences and communicating your key messages. Decide how you will communicate and through which channels.</p>
<p>Tools and activities</p> <p>Most appropriate tools and activities to convey messages and enable behavior change.</p>

(Continued on next page)

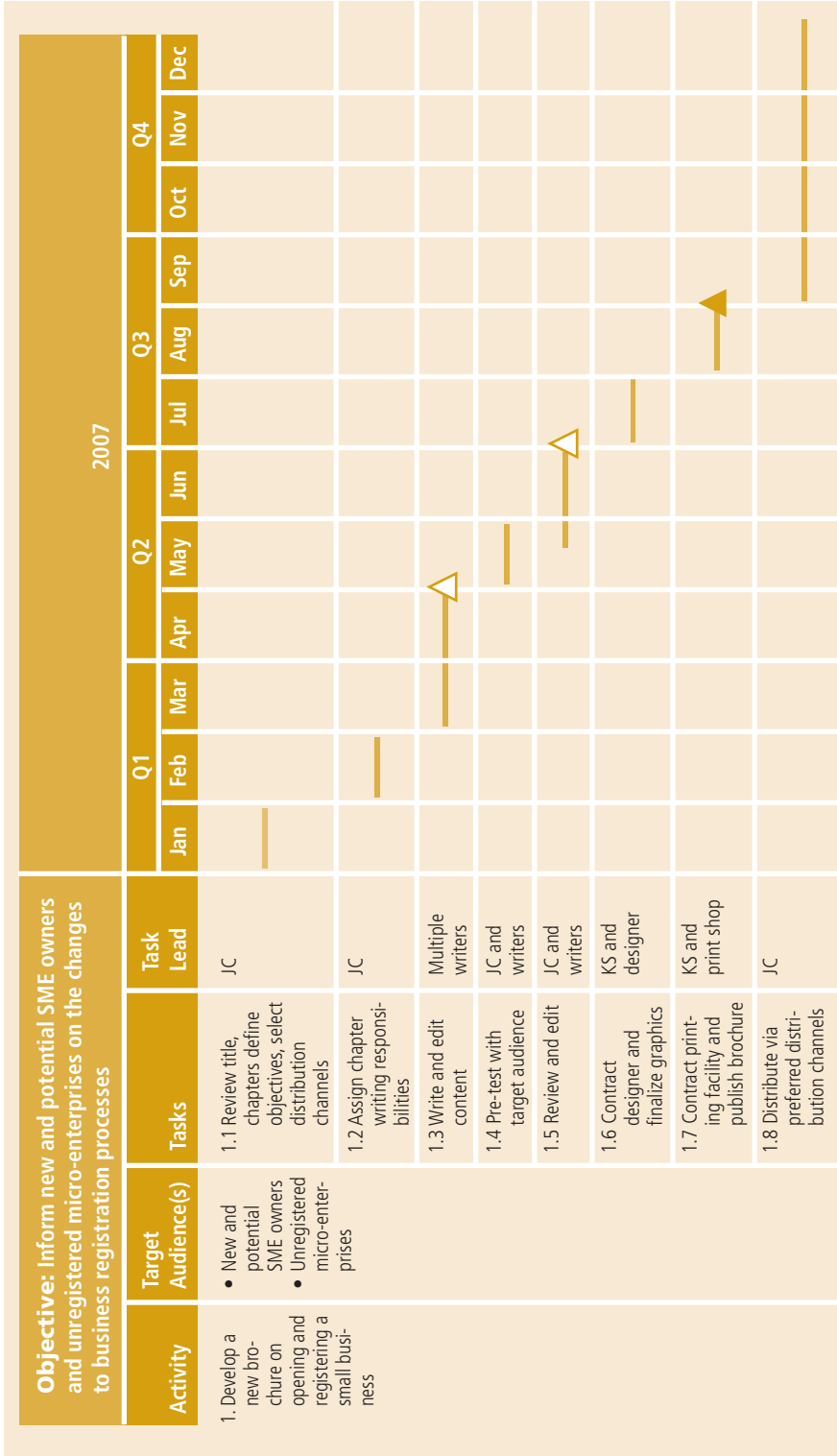
(Continued)

Roles and responsibilities
Task leads and support personnel for executing all major communication activities included in the plan.
Monitoring and evaluation approach
Methods, criteria and performance indicators for evaluating success.
Communication timeline
A detailed annual plan for executing communication activities. Include key milestones and intermediate review dates.
Budget
A budget that includes administrative, technical, labor, material costs.

Communications Planning Table

Stakeholder Engagement Goal:							
Audience (stakeholder group)	Audience-specific objective (change in stakeholder behavior)	Message		Communication channels and media	Tools and activities	Roles and responsibilities	M&E approach
		Take-away message	Supporting data and evidence				
Group A							
Groups B, C, etc.							

Sample Communications Action Timeline
 Communications Action Timeline



Source: Strategic Communications Team, Booz Allen Hamilton.

— Overall △ Timeline Interim Work product ▲ Full Deliverable

Monitoring Plan Template

The monitoring plan ensures that the project associates each communication activity with measurement targets, and methods, and assigns responsibilities for measuring the effectiveness of each communication activity in reaching its goals and objectives.

Objective:									
Activity	Audience	Indicator Target	Measurement Method and Frequency	Results				Task Lead	Notes
				Q1	Q2	Q3	Q4		

Tips on Writing Press Releases

The 4W’s approach helps organize and distill the material that is intended for incorporation into a press release:

Who:

- Determine the main audience for the press release.
- Include contact information for a project representative who can be contacted at any time.

What:

- Determine the news angle you wish to communicate.
- Write a first paragraph of no more than 25 words telling briefly who, what, when, where and why about the event, issue or project.
- Use short sentences. Each sentence should be a separate paragraph. Use active sentences and avoid jargon and difficult words. Make numbers more meaningful by making comparisons or breaking them down into familiar units.
- If using quotes in the body of the release, quote credible spokespeople and identify them with their positions in the organization.
- Keep releases short, no longer than one page. If the media want more information, they will contact you.

When:

- Check deadlines for local publications/television/radio bulletins to ensure the media release is received in time to be published before the event.
- Send press releases two weeks before events, except to magazines which may have a two to three month lead time for publication.
- Include the date the release was written.

Where:

- Keep the focus local for local papers. Send only major capital city issues to capital city papers; only national issues and use national spokespeople for national papers/magazines.
- If offering interviews, make it clear whether this is an exclusive interview for one media outlet. Exclusivity can encourage coverage of your issue, whereas a general media conference may not be well attended.
- Track coverage to see when, where, and how your information is published.
- Engage and thank the journalists to develop relationships that may encourage them to work with you in the future.

Adapted from Citizen Science Toolbox, www.coastal.crc.org.au/toolbox/index.asp

Press Release Sample**IFC Highlights Women's Entrepreneurship in Indonesia: IFC-PENSA and IWAPI Launch "Voices of Women in the Private Sector"**

Jakarta, April 21, 2006. The International Finance Corporation's Program for Eastern Indonesia SME Assistance, IFC-PENSA, and the Indonesian Women's Business Association, or IWAPI, recently launched "Voices of Women in the Private Sector," appropriately coinciding with the anniversary of the birth of the country's eminent women's rights activist, Kartini.

The study highlights the challenges and opportunities women entrepreneurs in Indonesia face in managing and operating their businesses. "Women entrepreneurs in Indonesia are making a significant contribution to the country's economic development," said IFC's Program Manager, Hans Shrader. "Yet disadvantages in terms of the social mindset and access to education and capital still present a major barrier for women's entrepreneurship in Indonesia."

More than 70 businesswomen in seven Indonesian cities, ranging from the owner of a small batik shop in Yogyakarta to the owner of a crocodile farm in

Balikpapan, were interviewed on issues including customs and laws, education, and disincentives in starting and running a business.

The initiative was driven by the fact that female-owned businesses represent 60 percent of the about 30 million micro, small, and medium enterprises in Indonesia, according to estimates by the State Ministry of Cooperatives and Small and Medium Enterprises. This statistic is also reflected in IWAPI's membership database, which indicates that 85 percent of its nearly 16,000 national members are owners of micro and small enterprises. Regardless of whether they are involved in the micro, small, or medium sectors, these women entrepreneurs not only provide valuable services and generate income for themselves and their families, but also create jobs and make a significant contribution to the country's economy. Nevertheless, many women entrepreneurs in Indonesia continue to face daunting challenges and barriers in operating their businesses.

"The key to the problem of women's role and position is public perception that men are the heads of the household whereas women are housewives. Therefore, women are expected to prioritize their role as a housewife at all times," said Reny Feby, owner of Reny Feby Jewelry in Jakarta. "This perception must change so that women and men have equal opportunities."

During a recent discussion, the State Minister of Women Empowerment, Dr. Meutia Hatta, and IWAPI Chairperson Suryani Sidik Motik stressed the importance of changing the social perceptions that inhibit women's entrepreneurship and of raising awareness about the significant contribution that women entrepreneurs make to their families and ultimately to the country's economy.

The country's businesswomen also have problems in accessing finance that in the end may deter them from formalizing their business. "Factors that discourage women from applying for bank loans include high interest rates, complicated procedures, and rigid collateral requirements," said Sandra Pranoto, Business Development Analysts on Women and Business from IFC-PENSA's Business Enabling Environment program.

Only through the joint efforts of all stakeholders can real changes be achieved to provide Indonesia's women entrepreneurs access to an environment more conducive to doing business. Helping them overcome barriers to business creation and expansion will not only support the economic empowerment of women and the welfare of their families, it will also generate new jobs and ultimately benefit the community in the areas they operate.

About IFC and IFC-PENSA

The mission of IFC, the private sector arm of the World Bank Group, is to promote sustainable private sector investment in developing countries, helping to reduce

poverty and improve people's lives. IFC-PENSA is IFC's technical assistance facility supporting small and medium enterprise development in eastern Indonesia. The facility's Sustainable Supply Chain Linkages program creates business opportunities in the forestry and furniture sectors by improving environmental management and encouraging sustainability, especially in sourcing for good wood and links to markets looking for good wood products. The IFC-PENSA facility has a five-year mandate and has been cofunded by IFC, the Australian, Canadian, Japanese, Dutch, and Swiss governments, and the Asian Development Bank, with funding commitments of almost \$25 million. For more information about IFC, visit www.ifc.org.

About IWAPI

IWAPI was established in 1975 to develop and strengthen businesses owned and managed by women by increasing its members' capacity to manage their businesses and improve their access to technology, marketing, and funding. IWAPI also provides advocacy, technical assistance, and networking services to its members.

Contact: Nia Sarinastiti, Tel: (021) 52993134, nsarinastiti@ifc.org

Writing and Placing an Op-Ed

An op-ed, abbreviated from "opposite editorial" because the articles are traditionally placed on the page opposite the editorial page, is an opinion piece written on a topic that is relevant to the newspapers' audience. Depending on the newspaper, op-ed topics can range from a hotly debated national reform issue to an administrative problem relevant to the population of a small town or a region. Op-eds are highly effective in raising the profile of reform initiatives, and can be used to get more detailed, technical messages to a variety of audiences, with a goal of gaining stakeholder buy-in and mobilizing stakeholders to support reform goals.

Op-eds can be published in any newspaper, from those reaching wide audiences to those tailored to a small audience segment. The language and messages should be crafted to resonate with the publication's audience. Once published, op-eds can be reprinted and re-distributed through various other vehicles, such as e-mail, web, photocopies, etc. Tips for creating an effective op-ed piece include:

- Keep it no longer than 800 words. Periodicals often publish the op-ed guidelines along with a word limit for each piece, so the team should find out the publication's word limit prior to writing an op-ed.
- Provide short and concise background information on the issue, avoid jargon, and use active verbs, everyday language, short sentences, and concise paragraphs.

- Screen and read the target op-ed page regularly to identify what kind of articles the newspaper publishes. Keep in mind that local papers look for local angles, and national papers look for new thoughts and perspectives on current national issues.
- Make sure the topic is timely and relevant—tied to something occurring locally or nationally. This does not mean, however, that the op-ed should address issues being discussed only on the newspaper's front page or on network news broadcasts. Effective op-eds show light on issues that are important but overlooked or forgotten.
- Make the first paragraph catchy to draw the reader's attention to the piece. Use the last paragraph to bring your argument together. Summarize what you want your readers to do.
- Identify three or key four points that support and defend your argument and formulate paragraphs around each point.
- Include a short biographical sketch about the author, including experience relevant to the reform topic.

The process of developing and placing an op-ed can be streamlined by following these guidelines:

- **Specifications:** call the publication and get all the information on word length, submitting guidelines: how and to whom, length submissions are held on to, details on how to withdraw submissions.
- **Form:** Must be tight, to the point, timely, and well-written (hiring a professional writer to help you can really pay off for national placements).
- **Scope:** For national periodicals, issue discussed must be of national or international scope. For local papers, issue should be of local interest.
- **Content:** Should be a timely issue that already has gained coverage on the news side of the paper.
- **By-Line:** For national papers, the more prominent the by-line, the better the chance for placement. Consider going outside the usual suspects for an editorial, soliciting help from the prominent government officials or civil society advocates to make the piece more attractive for placement. For local papers, the writer should aim to be of a local origin.
- **Exclusivity:** Pieces are submitted to national publications on an exclusive basis. Once you submit a piece you must be rejected by them, or withdraw the piece verbally or in writing before you send it to another outlet or service. When pitching an op-ed regionally, exclusivity is usually not an issue, and you can

submit the same piece to several papers around the country at the same time. But try to stay away from markets that might overlap, because publishing in a competitive newspaper may upset the op-ed page editor and damage your relationships with both papers.

- **Cover memos:** All pieces should be accompanied by a cover note to the op-ed page editor. The cover note or memo should be short and refer to the author, the significance of the piece and its relevance to the publication's readers, the timeliness of the issue.
- **Sending:** Call the outlet and check, but it would be a safe bet to fax the piece and cover memo, and then send them by overnight mail. This will ensure that the op-ed is seen and put into circulation for consideration.
- **Follow-up:** This is key to getting the piece placed. Call shortly after submission and note that Op-Ed page editors and their assistants are deluged with submissions and follow-up calls each day. Keep it short—say you are calling to confirm whether they received the piece. If the editor or editor's assistant seems receptive, squeeze in a line about why the piece is particularly important/timely now—it may help put it on their radar screen.
- **Keep it moving:** A sure way to not get placed is to send in an op-ed and forget about it. Getting published can become a game of moving the piece around, in a way that maintains its timeliness while exhausting the most promising possibilities. If the national strategy fails, then it may be time to rework the piece for regional papers or services. If you have not heard about your piece after one week, pull it and submit it somewhere else.

Sources: Adapted from http://www.comnetwork.org/verizon_resourcecenter/stratpr_writing_op_ed.htm; Denise Zeck and Edmund Rennolds, "Op-Eds: A Cost-Effective Strategy for Advocacy."

Planning a Special Event

A community fair or a local event with exciting content and active participation from civil society and private sector can be highly effective in promoting BEE reforms. The checklist below can help you prepare for special events and think about the narratives, images, and experiences that the event should highlight.

Pre-arrival:

- Understand what you want to accomplish and establish a timeline for preparing the event
- Establish a theme and main goals and objectives

- Research local media coverage of your client or issue.
- Decide on who you should be reaching out to.
- Establish the type of press coverage you would prefer for the event

Site/Press:

- Note event location and site address and visit the site before the event
- Consider an alternative site in case of bad weather
- Create site diagram including all dimensions, entrances, exits, restrooms
- Note location of internet connection, fax and copy machines at event site
- Collect all contact information for event planners, technicians, audio and video crews
- Note event start time, arrival times of vendors, performers
- Check stage dimensions, stage backdrop
- Secure sound system and consider using adjustable mikes. Allow time for sound check
- Lighting scheme: stage and crowd. Note sun location for outdoor events—sun should not be shining into the cameras

Media Logistics:

- Meet the representatives from the local, regional or national press
- Secure list of television stations, names and numbers of news director
- Prepare a list of leading radio stations with major news emphasis
- Have a fax machine and copier at the event
- Allow sufficient spacing for camera setup and prepare adequate lighting for TV shooting
- Separate press entrance from the public
- Reserve parking for TV trucks if necessary

Event Management—Crowds:

- Note expected size and composition of crowd
- Note placement of signs and banners
- Hecklers- prepare a plan for someone attempting to disrupt your event

- Make sure that the images, news stories and interactions with the media are well scripted

Before Departing Event Site:

- Call or visit those most helpful during the event and thank them for their participation
- Draft thank you notes to people who have been of assistance during the event

Source: Strategic Communications Team, Booz Allen Hamilton.

Preparing a Press Briefing or a Conference

Tips for preparing a press conference:

- Give several days' notice of the press conference to relevant media representatives. Send an announcement including the purpose of the press conference, date, time and location of the event. Note who will speak at/present/chair the event.
- Choose a suitable venue in a convenient location. Consider capacity, space layout, existing audio/video equipment, room for individual interviews.
- Choose an appropriate time of day for the majority of media, so that they can write the story before their deadlines.
- Select and brief a chairperson and appropriate speakers. Work with them to identify and practice answering questions from the journalists, especially the difficult ones.
- Select a press officer/key contact person for the press.
- Prepare a press pack for journalists. Press pack should include press release, background on your project or reform effort, list of the key points you are making, sample quotes, recommendations for future actions, contact for your project, relevant photographs, statistics, graphs, etc.
- Take special care concerning confidentiality, and brief the chairperson and speakers about these issues where necessary.

Source: 2002. "Advocacy in Action: a Toolkit to Support NGOs and CBOs Responding to HIV/AIDS."

Sample format of a press briefing or a conference:

1. Welcome, refreshments and distribution of the press pack
2. Chairperson:
 - Introduces the speakers
 - Explains arrangements and proceedings
 - Points out the press officer/key contact person for all enquiries
 - States whether interviews are available afterwards
 - Stresses confidentiality issues where appropriate
3. First speaker
4. Second speaker
5. Chairperson
 - Takes questions from journalists then gives them to one of the speakers to answer
 - Speakers may also add closing remarks
 - Thanks the press for attending and closes the press conference
6. Individual interviews with speakers
7. After the conference:
 - Send the press pack to the journalists who did not attend
 - Make a list of attendees and update your database where appropriate
 - Note the names of journalists who asked particularly important questions/ appeared sympathetic to your cause.

Debrief Phase Tools and Templates

Monitoring and Adjustment Plan

Objective:											
Activity	Audience	Output Target and Measurement Method/ Frequency	Outputs				Outcome Target and Measurement Method/ Frequency	Outcome	Adjust?	Notes	
			Q1	Q2	Q3	Q4				Task	Lead
1.1											
1.2											
1.3											

Communication Campaign Evaluation Outline

<p>Indicators</p> <p>Explain indicators used to evaluate campaign</p>
<p>Assessment of Engagement Goals and Campaign Objectives</p> <p>Assess degree to which the campaign met its engagement goals and communications objectives as stated in <i>Engagement Strategy and Communications plan</i></p>
<p>Assessment of Reform Program Impact</p> <p>Assess as much as possible the impact of the strategic approach and the campaign on the reform project’s process as well as the quality of the reform</p>
<p>Efficiency</p> <p>Evaluate efficiency of discrete campaign elements</p>
<p>Lessons Learned</p> <p>Determine what could have been done better</p>
<p>Conclusions</p> <p>Analyze what is replicable/advisable and what is not</p>

Campaign Assessment Template

Engagement Goal:				
Communications Objective:				
Target Stakeholder	Measurement Methods	Impact Indicators	Strategic Communications Impact	Summary

Reform Impact Assessment Template

Impact of Communications			
Communications and Engagement Goals	Impact Indicator	Communications Impact	Contribution to Reform Impacts*

Annex 2: Lists of Case Snapshots, Figures, Boxes, and Tables

Case Snapshots

- Case Snapshot 3.1: Identifying Industry-Specific Stakeholders in Sichuan, China
- Case Snapshot 3.2: Armenia Tax Improvement Project (ATIP)
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