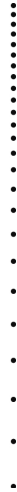




United Nations
Educational, Scientific and
Cultural Organization



GAP ANALYSIS

Integration of Communication in Development Plans

“Promoting the development of free, independent and pluralistic media and community participation in sustainable development through community media”

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URUGUAY
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EXECUTIVE SUMMARY

The objective of the mission (12-18 October 2009) was to conduct a gap analysis to assess how communication for development is and can be integrated into the CCA/UNDAF process of Uruguay, one of the pilot countries for “Delivering as One”, within the framework of UNESCO’s main line of action V.1.3 “Promoting the development of free, independent and pluralistic media and community participation in sustainable development through community media”.

During the one-week mission over 20 meetings were held with UNESCO staff (Officer in Charge, Regional Communication Advisor, and heads of sections), UNCT Resident Coordinator a.i., the UN communication group, as well as government partners (Ministry of Education, Ministry of Social Development, National Television, TV Ciudad and AGESIC), non-governmental organisations (AMARC, TV Árbol, RUTELCO, Centros MEC), media representatives (journalists from 12 media outlets, the Chief Editor of El País, and the Journalists Association of Uruguay - APU); and four universities (Universidad Católica, Universidad de la República, Universidad de Montevideo, Universidad del Trabajo).

The consultant contributed with four presentations to various audiences: “Communication and community” with students at Universidad de la República, “Communication for development and the role of the UN system” with the UN Communication Group; “Studies on Communication for Development” with students of the UNESCO Chair at Universidad Católica, and “Condiciones esenciales de las nuevas TICs para el desarrollo y el cambio social” at the 3rd Encuentro de Infocentros Comunitarios, organised by RUTELCO. He also attended the official event where President Tabaré Vázquez handed the last 300 XO computers to students of a public school.

Social indicators in Uruguay have dramatically improved since the previous CCA exercise (November 2005). The advances that the last four years have witnessed in terms of communication, information and new technologies in the country deserve more and better attention from the UN system, which neglected in the previous Common Country Analysis and UNDAF the importance of the communication sector. The Plan CEIBAL is one of several important initiatives implement by the national government to meet the needs of the population in terms of information and communication.

There seems to be a reductive view within the UNCT in Uruguay in relation to the role of C4D, way behind UN General Assembly resolutions and the conceptual leadership of agencies such as UNESCO and FAO, and oblivious of seminal documents that have been produced within the UN system at the Inter-Agency C4D Round Table and key international conferences such as the World Congress of Communication for Development, where the UN system

clearly positioned itself on the subject.

The role of communication within the UN in Uruguay seems generally limited to information and advocacy activities promoting institutional visibility, which do not support national partners in the use of communication for programmatic ends, as a means of sustainable development. National partners are ahead in taking C4D, C4E and CCS concepts into action. The strengthening of public media is one example, but also the promotion of new technologies, horizontal communication networks and processes strengthening concrete development activities.

The media landscape in Uruguay is characterised by its diversity and plurality. This was the first country in the world to enact legislation that specifically reserves at least one third of radio and television spectrum, both analogical and digital, to the third sector, community media. Uruguay has a wealth of independent daily journals, weeklies, television channels and radio stations, and numerous civil society organisations contributing towards development issues such as education, health or culture. The fact that civil society supports government social programmes, which is not common in other countries, is an enormous opportunity for the UNCT.

UN agencies in Uruguay seem to lack of knowledge and capacity to make a better use of communication for development in support of national partners. There is a clear ignorance about the contributions that the UN itself has made to communication for development in the world. Key existing documents are not fully shared, conceptual frameworks are not discussed internally and staff assigned to communication activities—with a couple of exceptions—has not a communication background.

The opportunities for the success of the pilot are in place. Uruguay has a vibrant democratic society, solid institutions and a clear understanding on the way forward on the next years to come. The UN system can effectively support the process if it opens more to the Uruguayan civil society and abandons a conservative idea of communication as institutional visibility. For this, it needs to strengthen three areas internally: a) better define its communication policies and strategies, b) increase and/or reallocate funding to relevant communication activities, and not just information dissemination, and c) strengthen the staff capability to understand and deal with communication issues.

Alfonso Gumucio-Dagron
October 2009

PREFACE

The analysis of Alfonso Gumucio-Dagron on Communication for Development, empowerment and Social Change in Uruguay with the title “Promoting the development of free, independent and pluralistic media and community participation in sustainable development through community media” is a very valuable tool for the UN country team. The recommendations of the report can be reflected for integration into CCA and UNDAF procedures.

The five categories defined in UNESCO’s Media Development Indicators (MDIs) are adequately reflected in Uruguay’s legislative environment, freedom of expression and diversity principles as well as in the professionalism of journalists and other media staff. The MDIs formed the background of discussions with many stakeholders. This final report includes information and analysis related to the five MDI categories: legislation (Category 1), plurality and diversity of media (Category 2), freedom of expression and democratic discourse (Category 3), professional capacity development (Category 4), participation in independent media (Category 5).

Uruguay is at the forefront of legislation that guarantees freedom of expression and diversity and encourages, by law, independent community and participatory media thanks to a traditional and longstanding involvement of universities and professional associations. In terms of the MDIs, the country is more advanced than what the previous CCA and UNDAF were reflecting because up to now C4D has not fallen within their priorities. The UNDAF will only include the appropriate components of C4D, if the CCA articulates the need for integration. More attention is therefore required now from the UNCT to reflect upon communication issues in order to effectively contribute to development and accelerate the achievement of MDGs in Uruguay. This demands increased leadership in communication at the highest level of the UNCT.

Together with the new Government in Uruguay we will further discuss the design of an in-depth and quantitative assessment of Uruguay’s media landscape based on MDIs.

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February 2010

I. INTRODUCTION

Key Communication Concepts

Paragraph 6 of the UN General Assembly Resolution A/RES/51/172, issued in December 1996, emphasizes "... the need to support two-way communication systems that enable dialogue and that allow communities to speak out, express their aspirations and concerns and participate in the decisions that relate to their development". This text remains so far the common system definition of Communication for Development articulated at the highest level of UN system policy making. Its emphasis on two-way communication is consistent with today's paradigm of communication as an amplifier of voice, facilitator of participation, and means of fostering social change. (UNESCO)

Communication for Development (C4D)

C4D is about seeking change at different levels including listening, establishing trust, sharing knowledge and skills, building policies, debating and learning for sustained and meaningful change. It is not public relations or corporate communication. (WCCD, The Rome Consensus). The C4D process goes beyond information dissemination to facilitate active participation and stakeholder dialogue. It highlights the importance of raising awareness, the cultural dimensions of development, local knowledge, experiential learning, information sharing and the active participation of rural people and other stakeholders in decision making. (FAO)

Communication for Development is a social process based on dialogue using a broad range of tools and methods. It is also about seeking change at different levels including listening, building trust, sharing knowledge and skills, building policies, debating and learning for sustained and meaningful change. It is not public relations or corporate communication. (WCCD, The Rome Consensus)

Communication for Empowerment (C4E)

Communication for Empowerment is an approach that puts the information and communication needs and interests of disempowered and marginalized groups at the centre of media support. The aim of Communication for Empowerment is to ensure that the media has the capacity and capability to generate and provide the information that marginalized groups want and need and to provide a channel for marginalized groups to discuss and voice their perspectives on the issues that most concern them. (UNDP Oslo)

A combination of factors, particularly the accumulation of practitioner knowledge and experience, as well as changes in the media environment, provides greater impetus to prioritizing Communication for Empowerment

interventions. There is also a growing realization by key development actors that Communication for Empowerment is a fundamental underpinning for participation and ownership in achieving the MDGs.

Communication for Social Change (CFSC)

Communication for Social Change is a process of public and private dialogue through which people themselves define who they are, what they need and how to get what they need in order to improve their own lives. It utilizes dialogue that leads to collective problem identification, decision-making and community-based implementation of solutions to development issues. It is communication in the interest of the people who define what their interests are. (CFSC Consortium)

The United Nations System and Communication for Development

The United Nations System has a long history of supporting the conceptualisation and implementation of C4D programmes and projects. Agencies such as UNESCO, FAO and UNICEF have been among the main international referents for this area, because they have traditionally supported C4D as a programmatic central tool for sustainable development through civil society participation.

UNESCO, through its Communication for Development division in Headquarters, its Regional Advisors and Country Office specialists, has been very active during the past three decades promoting participatory projects of independent media, including television, community radio, the use of satellites for education, and more recently the Community Multimedia Centres (CMC). Besides, it has supported numerous studies and meetings of experts in the field of C4D, which often resulted in key concept developments and publications that have enriched the field.

Similarly, FAO has been very active in the field, through its Regional Advisors for Communication and key long-term programmes (such as PRODERITH or CESPAN) that have demonstrated the direct link between development and communication. In 2006 FAO was one of the organisers and the host of the very first World Congress of Communication for Development (WCCD), which took place in Rome and gathered hundreds of delegates from all organisations related to C4D in the world. Unfortunately, high management levels at FAO Headquarters in Rome have not been as supportive to C4D as in the past, and thus FAO has lost much of the prominent leadership that it had during the 1970s and 1980s.

During the times of James Grant as Executive Director (1980-1995) UNICEF committed at the highest level –Grant himself– to “programme communication”, a very close concept to C4D because it involved

participatory approaches and community involvement. UNICEF has been the only UN agency to have international communication staff at the country level, as well as regional advisors. However, the communication sector in Headquarters was gradually demoted during the 1990s and instead, the Information Division, dealing more with visibility and fundraising, was enhanced. In the field, many communication officials have been very active supporting C4D and projects that are community based and participatory, in line with the C4D, C4E and CCS principles.

UNDP recently approved 2008-2011 Strategic Plan, which recognises that communication channels are key determinants of *inclusive participation*, which is a key focus for the work of UNDP in the area of democratic governance. UNDP has the means and specially the leverage to make things happen in the field of C4D, particularly because of its central role in the “One UN” initiative. The UNDP Oslo Governance Centre produced in 2006 with technical support from the Communication from Social Change Consortium a key report on Communication for Empowerment, which in terms of policy and strategy places UNDP in a good position to support communication in the field.

For more than three decades UN agencies and organisations have been meeting at the highest level among themselves and with key partners at the Communication for Development Round Tables, which have provided important analysis and guidance to the development world on the use of communication as a tool for sustainability and participation. The round tables, eleven to date, are organised by a different agency each time, which is an example of inter-agency collaboration in the perspective of “delivering as one”. In exchanging with multiple partners from civil society, such as foundations and networks, the UN system has greatly enriched its own philosophy on C4D.

Communication for Development is increasingly perceived as a people-centred approach that can help to achieve the MDGs. The theme selected for the 10th UN Inter-Agency Round Table on Communication for Development hosted by UNESCO in Addis Ababa in February 2007 reflected it: “Developing a UN system-wide common approach to communication for development in view of achieving the Millennium Development Goals”. The round table focused on practical and achievable interventions around which UN organizations could develop a common approach, strategy and action plan for the implementation of Communication for Development practices at the country level; provided future directions to the C4D agenda in UN system, and produced inputs for three objectives:

- increase interagency collaboration at HQ and UNCT levels;
- strengthen awareness among the UN system organizations on ways to measure the impact and effectiveness of C4D

- introduce mechanism to harmonize C4D programming approaches within the UN system

The accumulation of experience and exchanges through the round tables since 1986, (and particularly the last two for its closer relation with the MDGs), led to the World Congress of Communication for Development (WCCD) in Rome, October 2006. The Rome Consensus agreed that the international forum should be for the UN system a central reference guiding the communication strategies for “delivering as one”.

In July 2008, during the 63rd period of sessions of the General Assembly, the Secretary General of the United Nations transmitted the report “Communication for Development Programmes within the United Nations System”, presented by the Director General of UNESCO in conformity with Resolution 50/130 of the General Assembly.

This is a key resolution because the UN General Assembly acknowledges “the need for the improvement of the development of communication capacities within the United Nations system to ensure effective inter-agency coordination and cooperation” and recognises “the pivotal role of communication in the successful implementation of development programmes within the United Nations system and in the improvement of the interaction among actors in development, namely, the agencies, organizations, funds and programmes of the United Nations system, Governments and non-governmental organizations”.

It signals the need to improve “the effectiveness of programme delivery as regards development programmes of the United Nations system as a development partner in the development of the developing countries” and “recognizes the important role of communication for development programmes in the United Nations system in enhancing the transparency of system-wide coordination within the United Nations system, inter alia, for the development of the developing countries”.

Resolution 50/130 makes clear recommendations on Communication for Development to UN agencies and organisations:

“Encourages the relevant agencies, organizations, funds and programmes of the United Nations system, including the regional commissions, as appropriate, to use informal mechanisms such as round-table conferences to improve communication for development programmes in the United Nations system;

Emphasizes the need for the relevant agencies, organizations, funds and programmes of the United Nations system to develop a systematic approach to capacity-building in the development of

communication capacities, particularly with respect to the training of field workers and development workers and technicians as well as communication planners and specialists, especially in the developing countries;

Invites the relevant agencies, organizations, funds and programmes of the United Nations system, as well as Governments and the regional commissions, to consider identifying focal points for the purpose of facilitating dialogue in the exchange of information on communication on issues related to development so as to strengthen coordination and international cooperation in this area.”

The report prepared by the Director General of UNESCO doesn't leave any room for doubts about the importance of Communication for Development in the UN. It traces the history of the UN Roundtables, it describes the measures that each organisation, fund and programme has adopted on this field or work, and clearly highlights the collaboration with civil society organisations:

Civil society groups and non-governmental organizations should participate in defining national strategies for communication for development from the inception stages of planning.

The document also underlines the concept of C4D and quotes the definition agreed at the World Congress of Communication for Development (see above), which specifically says that C4D “is not public relations or corporate communication”.

The very last paragraph of the Conclusions and Recommendations argues in the same direction:

“Communication is more than a tool for generating and disseminating content and should be used to facilitate relevant social change processes. The growing number of designated communication for development focal points from practising and non-practising agencies, funds and programmes demonstrates the growing momentum of both need and interest.”

In the above documents Communication for Development is seen as crucial for coordination and efficiency among agencies in the grounds of “Delivering as One”, however very little is being done at the country level to follow-up on the above recommendations.

This concern was at the centre of the 11th Inter-Agency Communication for Development Round Table, hosted by UNDP and the World Bank in Washington, on March 11-13 2009 with the theme: “Communication for Development: Demonstrating Impact and Positioning Institutionally”, title that

in itself says much about the difficulties, within the UN System, to advance in the area of Communication for Development.

The objectives of the meeting were “to review the evidence across sectors and agencies about how to assess the impact of Communication for Development (C4D) and present results clearly and concretely; discuss how to position C4D as a self-standing area of work in development, including the optimal institutional arrangements; review the use of communication-based research approaches to enhance project design and assess communication as a sector in client countries; and discuss C4D training and learning programmes designed to strengthen skills and ensure rigorous quality standards.”

Participants at the round table agreed on the following recommendations: “1) develop a UN Round Table advocacy strategy for C4D that includes materials documenting good practices in key C4D programmes; 2) develop and implement a common learning framework on C4D in order to enhance the capacity of UN agencies, governments and external actors; 3) conduct advocacy actions to promote C4D at country and regional levels; and 4) coordinate common efforts closely with other inter-agency mechanisms.

At the 11th Inter-Agency Round Table some organisations renewed their commitment to Communication for Development and some other agencies stated how far they are from abiding to the resolutions of the UN General Assembly.

UNDP emphasized “the need to include C4D in different programmes and to approach it as an integral programmatic component”; the World Bank explained “C4D is embedded in projects that require assessment of political risks, and the analysis of the capacity of media, Governments and other relevant partners”; FAO mentioned that “as a consequence of the organizational restructuring in 2005 C4D lost visibility and C4D programmes suffered a considerable reduction in budget”; ILO stated that “C4D is not yet common currency in the agency”; UNECA highlighted its “advocacy role for development of C4D tools to enhance the UN Delivering as One initiative for Africa”; UNESCO described C4D “as part of its response to the organization’s constitutional commitment to foster the free flow of ideas”; UNFPA said that it has “limited C4D capacity in country offices, and that the work is typically conducted by short-term consultants”; UNICEF stated that the past two years have witnessed a strong organizational commitment to revitalizing the C4D function “with strong consensus on the definition, scope, key terminology and concepts of C4D”; WHO/PAHO explained that “despite the low level of institutionalisation of C4D, many communication activities are ongoing in ‘vertical’ programmes”. Other agencies had even less to do with C4D.

The report of the round table underlines the discrepancy in the way C4D is

perceived: “the discussion addressed the different ways in which communication impact is conceptualized. Whereas some agencies talked about impact in terms of development issues, others stressed the “efficient” delivery of C4D programmes. Different expectations in each agency require communication officers to clarify how and where to position C4D in their respective organizations.”

Most interestingly, a background paper prepared for the round table by Warren Feek and Chris Morry (The Communication Initiative) includes the results of a survey conducted with UN staff about the institutional position of C4D. To the question “how does institutionalisation of C4D take place in agencies?” 45.5% responded “at discretion of project managers” and only 29% “mandated by formal policy”. To the question “what challenges complicate efforts to centralize C4D?” 67% responded that it is due to the “absence of clear comprehension of C4D”, 61% to the “lack of understanding of added value” and 46% thought the reason was “few managers with C4D backgrounds”.

Assessment background and justification

Uruguay is not a priority country for international cooperation as it is a high-Middle Income Country (MIC), the only one among the eight pilot countries for “Delivering as One”. During the 1980s and 1990s the country struggled to re-establish its democracy; today it faces the challenge to democratise development by reaching all sections of society, particularly the most excluded. Human development and human rights are central to enhancing the quality of democracy and the quality of development.

Communication for Development is key for the democratic process and essential to the human development nature of UN country programmes. Its role is also relevant to the efforts being developed with the UN System to progress towards “One UN” in terms of One Leadership, One Programme, One Budget and One Office.

The analysis of the role that communication and Communication for Development are playing in the context of pilot countries is key to the progress needed towards “Delivering as One”, as it is key to the success of the UNDAF.

In line with those considerations, the Terms of Reference for the assessment in Uruguay establish that “key elements of the analysis will be discussed with the UN Country Team (UNCT) in close consultation with the relevant UNESCO Office. The Contractor shall then provide relevant recommendations in a final report to be submitted to UNESCO’s Media Capacity Building Section”.

The Contractor was sought to: “a) Analyze UNDAF strategy; b) Conduct a rapid assessment of the media capacity using UNESCO’s media development indicators possibly focusing on Category 3: Media as a platform for democratic discourse; c) Conduct a workshop on C4D practice for the relevant UNCT; d) Identify entry points for UN joint programming on communication for development; e) Document existing best examples in joint collaboration on communication for development; f) Assess the commitment of the UNCT to implement the recommendations provided in the final report through a joint pilot activity”.

“The outcome of the study, a written final report, will be used to (i) support the integration of communication for development in the design and implementation of UN joint country programming, and (ii) support the needs of country-specific media sector to enhance communication for development practice. To the extent possible, the study will describe the level of media pluralism, professional capacity, and opportunities available for people’s voice in the media within the context of communication for development.”

During his assignment the Consultant benefited from the support provided by UNESCO Montevideo, namely Gunther Cyranek and Daniela Demel, with the backstopping from UNESCO HQ Media Capacity Building Section, Venus Jennings.

The Pilot Process

The Uruguay pilot has generated a wealth of evaluations, reviews and other documents that update the information on the process since 2005. Communication and Communication for Development are generally absent in those documents, which may explain the low profile that has been assigned to it in programme areas.

The 2005 CCA failed to include the basic indicators for mass media in Uruguay (the previous CCA did have some information). It is desirable that the new 2009 CCA does amend this shortcoming, otherwise how could the next UNDAF reflect an area of development and cooperation that has not been considered in the CCA?

The following is a quick review of documents from the perspective of communication.

UNDAF 2007-2010

The most important cooperation document signed between the Government of Uruguay and the United Nations, the UNDAF 2007-2010, does not contain the word “communication” once.

In 58 pages it does not refer to communication, let alone Communication for Development, in spite of the fact that two out of three priority areas of assistance refer to social inclusion and mention the “reduction of inequalities” and the third one is all about “promoting the exercise of all Human Rights and strengthening the quality of democracy, by increasing civil, political and social awareness”.

Other documents are a bit less parsimonious in respect to communication, but it may be irrelevant, since the UNDAF is the main reference document in the cooperation agreement.

UNEG Evaluation of the Pilot Initiative for Delivering as One UN

Although this 2008 document confuses the terms “communication” and “communications”, it points to the fact that most activities are public relations:

An additional effort was made to create a joint communication strategy. A communications unit has been established, and a communications strategy is in the process of being developed, with some communication activities geared especially towards Uruguayan society about the Delivery as One UN. At the time of the mission this seemed to be at a very initial stage and thus very little had been achieved regarding a communications strategy for the One UN Programme or the Delivering as One initiative. Most activities were geared towards PR in dissemination of information to the broader public.

○ *Stocktaking report (2008)*

This report is the only document to dedicate several paragraphs to communication, in various sections, while assessing the progress that has been achieved during 2008 in the “Delivering as One” pilot experience:

A common framework for the UNS communication activities in Uruguay has been designed. The joint work of a UN communication group has facilitated and enhanced the communication strategy implementation. A communications guide is widely used by all the UN Agencies. An Intranet enables the UNCT to easily share and communicate a greater amount of information without having to use the traditional email.

The activities that are mentioned relate to “the promotion and dissemination of the pilot experience as well as the mainstreaming of key issues such as MDGs and Human Rights”. For example, a concert to commemorate the 60th Anniversary of the Universal Declaration of Human Rights, a booklet entitled *What are the United Nations?*, and the printing and distribution of the

Universal Declaration of Human Rights.

The analysis section mentions: “a good capacity to communicate about change and its positive impacts generates an atmosphere of openness to innovations and allow the creation of a virtuous cycle. New ways of communication were developed and in addition to the new UNS website and its monthly newsletter, several official materials were distributed that contained specific information on the UN reform.”

Further below, the “Looking ahead” (Part III) section points to the need of “more and varied communications”:

Change should be communicated in a more diverse and fluid manner so that a critical mass of excellent activities, products and results are shared in a user friendly way. The importance of the results of the process relies on the availability of information. It is necessary to keep exploring the line of attractive and innovative communication products.

It goes on mentioning “the Government has set as a challenge for 2009 the elaboration of a new internal and external communications strategy for the One UN Programme while utilizing new online communications and monitoring tools for the achievements. The Government has also indicated the need to hold a citizenship awareness campaign about the pilot experience as a whole in order to promote and organize monitoring and evaluation, to generate transparency in the management and, to make visible the results of the pilot process to the different national associates in the implementation, including the civil society.”

In the “Lessons learned” section (Part IV), the following activities are mentioned: “On communication for greater visibility for the joint projects in their following phases, a manual that detailed the use of logos (UNS and Government) was designed that, although still being studied by all the UNS Agencies, has been accepted as an idea to harmonize communication efforts. In addition, the design of a common webpage is being considered in which information would be shared with Government organizations as well as the general public; this would be a mechanism to increase the transparency of the process.”

The same section underlines the role of communication in a joint project for “the strengthening of civil society” and suggests that it “consists precisely in promoting greater and better communication with these organizations”:

The enhanced communication is a good practice for the development of this process given that communication uses to play the role of “making sense” of a process to its participants; it also enhances interactions that take place within the process. The existence of several

communications channels (in particular: the newsletter, the webpage, specific communications, events, joint initiatives and the thematic groups) have allowed greater policy generating discussions for the UNCT, among UNS Agencies, as well as between the Government and the UNS.

The Uruguay UNDAF and the One UN Programme

This 2008 annual report mentions “communication” four times in its 44 pages. It has no section or paragraph on communication.

○ *UNDG “Delivering as One Status Report” for Uruguay (September 2009)*

“Communication” appears five times in the 13-pages document. A brief section named “Communicating as One” mentions four activities: 1) the publication of a book compiling pictures of a mural painting contest; 2) a series of proposals elaborated by the inter-agency communication team to celebrate UN day with “the participation of a keynote speaker and a final celebration with a choir”; 3) the participation at a book fair; and 4) the design of a set of products such as “a protocol for the diffusion of activities related to the projects, and two videos aiming at showing the progress achieved so far”. The above examples of one-time activities reveal the lack of a strategic perspective.

Supporting this document, a Power Point presentation includes one slide on communication and mentions: “a new communicational strategy has been designed aimed at placing the UN as a debate facilitator on development issues”.

It further reads: “In Uruguay it is necessary to involve the general public in the process as people do not know what the UN does in the country. In this regard, several activities are taking place”:

- *Strengthen the inter-agency communication team through regular meetings to coordinate and follow-up on the pilot initiative;*
- *hold regular personnel meetings to report on progress;*
- *organise activities to spread information that makes the UN System in Uruguay more visible (for example: in 62th anniversary, a street performance was staged where leaflets were handed out);*
- *UN in Uruguay web site has been re-designed;*
- *kits with information on the pilot are regularly updated and are available on-line.*

- *Communication Strategy (February 2008)*

Finally a full document devoted to communication, though clearly marginal in respect to the mainstream reports. It was developed at the office of the Resident Coordinator and is mainly an information-dissemination strategy; which aims to cope with problems such as people not knowing what the UN does and the difficulties to access information about UN programmes and activities in Uruguay. It also aims to address the “internal” information gaps. The strategy itself illustrates the lack of understanding about Communication for Development and, more generally, communication as a process different from information dissemination or institutional visibility.

The drafting of the strategy paper was not supported by a preceding communication policy analysis. This limitation derives into listing activities rather than strategising. Although it mentions the difference between information and communication, it fails to distinguish both and to recognise the conceptual conflict between institutional visibility, advocacy, information-dissemination and programme communication. It does not address the specific needs from programmatic areas -not just sharing information- and in working with government partners, media outlets or civil society organisations, as well as its relevance to programming, implementing, monitoring and evaluating.

The “axes” for the priority themes of the communication strategy are mostly institutional and remain in the dissemination and diffusion realm: information about the United Nations and the UN reform process, about the Millennium Development Goals (MDGs) and about human rights. There is no perception of communication as a tool for social participation, leading to ownership and sustainability of programmes.

The concept of communication as *messages* “addressed to...” prevails over the concept of communication as a human process of participation. Apart from promoting public debates on human rights issues, most of the activities listed in the strategy paper are “products” such as newsletters, a periodic message from the UNCT coordinator, stands, logos, books, brochures and the UN website.

The ensemble of proposed activities is built around the UN for visibility purposes, not around the programme of cooperation, and the jargon remains strictly attached to UN labels. This perspective distances the UN from the rest of the society, which remains “external”. The term “external relations” or “external communication” itself should be questioned.

Government Ownership

According to UNCT reports, the Government of Uruguay is interested in improving the relatively small but strategic cooperation impact and results and to that end has developed a sense of ownership of the “Delivering as One” Pilot, perceived and seized as a historic opportunity to enhance UN coherence as well as the donors’ coordination.

In the area of communication and Communication for Development, not much is specifically mentioned. Some government ministries and agencies – such as the Ministry of Social Development (MIDES)- are sympathetic towards the role that Communication for Development can play in enabling participation from the civil society, but they do not see the appropriate channels to address this demand through the OPP (Office of Program and Budget) which is the government agency in charge of international cooperation.

The OPP doesn’t seem concerned by issues of communication and Communication for Development, Empowerment and Social Change (C4DESC), probably because the term “communication” is mostly associated with media and information dissemination. The consultant didn’t get the opportunity to explain the nature of communication as a socially inclusive process and Communication for Development as a tool for sustainability, since the attempts to meet with OPP officials failed several times.

The C4D Process in Uruguay

There is no Communication for Development process in UNCT in Uruguay. Most of the activities that have been conducted, and some successfully, are information and public dissemination activities. The general orientation of the UNCT in Uruguay in relation with Delivering as One and specific programmatic actions seems concerned with positioning the image of the UN and creating visibility.

Most of the efforts that the UN system and individual agencies have developed in Uruguay are addressed to the information sector, meaning media houses and journalists. The general understanding of “communication” is mostly related with information dissemination, not including participatory processes as recommended by UN General Assembly Resolution A/63/180 and the report from the General Director of UNESCO issued by the General Assembly (A/63/180).

Among the few activities that have both visibility and participatory components is a one-time initiative that involved collectives of all ages in the entire country to paint 131 murals on human rights related issues, to celebrate the 60th Anniversary of the Universal Declaration Human Rights.

The best murals were awarded by a jury presided by Felipe Ehrenberg, a well-known Mexican artist living in Brazil. Other than the participatory process and the murals, the project result includes the bi-lingual book (Spanish & English), “En la piel de nuestras ciudades”.

A government initiative linking education and the information society, the Plan CEIBAL (a nation-wide programme providing computers and connectivity to public primary school students), has been partially supported by the UN (“United in Action”). The UN System has made small funding available to make other organisations join those efforts.

Although not directly related to Communication for Development, the UNESCO Office Montevideo has made important contributions supporting the publication of books on freedom of expression and access to information, as well as on the knowledge society and new information technologies, addressed to journalists (see below: References).

Most of the remaining activities are in the area of information dissemination and institutional visibility. In spite of the opportunities Communication for Development has had no important impact in the pilot process, although Uruguay is in advantage over the other seven countries that volunteered for the “Delivering as One” pilots because of its institutional stability, the political willingness for change and the important advances that the government has made in the social sector.

II. THE NATIONAL CONTEXT

Uruguay: Development Challenges

The new Common Country Analysis currently being drafted in Uruguay should take into account the enormous changes that have taken place in the country, adequately responding to the four main areas signalled in the previous CCA (2005). The new country program (UNDAF) should reflect these changes and the new challenges ahead, including those related to Communication for Development as a tool for cooperation, dialogue with counterparts and participation of the civil society in “Delivering as One”.

In 2004 the new government had inherited a dramatic social situation with one million poor, 150 thousand people in extreme poverty and 14% of unemployment. This has significantly changed in four years, notably with the steady increase of the Gross Domestic Product (GDP), the increase in social and industrial investment, and the generation of employment.

Social and fiscal reforms and investment have improved the health and education system, access to employment, among other social policies. The fiscal reform has had an impact on income, which has increased for 65% of the population and has remained stable for 19%. The national health insurance system has doubled the number of affiliates and investment in the sector has increased (Labrousse & Merklen 2009).

Specific programmes were created to deal with social and economic problems: *Ingreso Ciudadano* (income and social security), *Trabajo por Uruguay* (employment), *Construyendo Rutas de Salida* (support to households), *Educación en Zonas de Contexto Crítico* (street children), *Emergencia Sanitaria* (social security cards to access medical services), *Atención a los Sin Techo* (homeless), *Plan Alimentario* (malnutrition), and *Mejoramiento del Habitat* (home improvement), among other. The creation of FONASA (a national health fund), ASSE (decentralisation of health services), and the SNIS (integrated national health system) have been essential to increase coverage and quality of service delivery in the health sector (Quiñones & Supervielle 2009).

The most emblematic programme –and the one that relates the most with communication– is Plan CEIBAL which aimed and achieved the distribution of 367 thousand computers (XO low-cost laptops) to all public primary school children and teachers, 2300 servers to schools and libraries, and ensures internet connectivity in all schools and public squares over the country. One of the main features of the Plan CEIBAL is that the computers are given in property to children, they are not owned by the schools. This allows poor and lower middle class families to use the advantages of connectivity and Internet. The computers (200 US\$ each) are loaded with 16 “activities”

(software applications) allowing children to write, research, draw, record, photograph, create and play music, navigate in internet, as well as use chat or video chat.

Through a “mesh” device that links one computer to the next, internet connectivity should be almost permanent. A repair service has been set up that allows individual owners to send their computers through the postal services for free.

The next challenge for the Plan Ceibal is two-fold: training, which has been conducted particularly for teachers, and content generation, which is currently done at the central level but not yet at the school level. Access to technology has been the first successful step, but may not be sustainable if “appropriation” -in the sense of creative ownership- is not forthcoming.

It was a unique opportunity for this consultant to attend the ceremony where President Tabaré Vázquez handed the last 300 computers over to children, on October 13th 2009.

The legal and regulatory environment for communication

Uruguay is one of the emblematic countries in the region in terms of legal and regulatory environment. Its legislation not only allows for freedom of expression but, further more, protects and promotes the right to communicate, which is not a nuance but an important difference to most of the countries in the Latin American region.

However, it is still a country where few media corporations detain the majority of licences for broadcast television channels, cable companies and radio stations.

This was the first country in the world to enact legislation that reserves at least one third of its frequencies -both analogical and digital- for community radio and television stations. Whereas in many other countries claiming respect for “freedom of expression” in their constitutions and laws on community media is harassed and obliterated, in Uruguay (and most recently in Argentina), it is protected and promoted as a fundamental right.

The above guarantees that a balanced media can develop, which comprehends the three sectors that are essential for a democratic society: public media, private media and community media. “... Human rights, freedom of the press, of information, of expression and communication do not exist for a group of journalists alone, but for the ensemble of the population. Without freedom of the press there cannot be a democratic

society”.¹

However, some legislation related to freedom of expression inherited from previous authoritarian governments, such as Law 16099, penalise journalists in specific cases without establishing clear criteria. A new project, eliminating restrictions and “de-penalising press crimes”, was about to be approved by the end of 2009.

The Asociación de Periodistas del Uruguay (APU) is the main and most important organisation representing journalists. Its central role and legitimacy have been acknowledged by the State, by appointing APU the interlocutor in the salary negotiations for the sector.

Some isolated cases of aggressions to journalists, even attempts to murder, have been denounced by APU. These are not attributed to the government but to private interests attempting to silence journalists that have exposed corruption.

Uruguay adopted in October 2008 the Law 18.381 on “Right to Access Public Information” which is a progressive step towards transparency and accountability, although it has some caveats, such as excluding “confidential information” and avoiding the definition of what a public institution is. Some of its provisions, on the other hand, are quite progressive in terms of facilitating assistance to those seeking information, training public servants and promoting the new law through the media (Mendel 2009).

Media Inventory

Mass media in Uruguay have been essential in the process of re-building democracy after the dark years of military dictatorship and suppression of civil liberties and human rights.

In spite of being a relatively small country, with less than 3.5 million people (2004), Uruguay has many and diverse media outlets and has historically had a high level of readership of journals. There are no less than 31 dailies, 104 weeklies and 135 monthly journals. Among the main national journals, *El País* is the leader in distribution, probably followed by *La República*, *El Observador* and *Ultimas Noticias*. The secrecy surrounding the actual number of copies printed makes a definite comparison difficult, with the exception of *La Diaria*, a daily that is distributed only to its six thousand subscribers. The two most important weeklies are *Búsqueda* and *Brecha*.

The number of AM radio stations was 94 in 2000, plus 137 FM and 24 short wave stations in the country. Community radio is growing and gaining

¹ Dr. Felipe Michellini, (former) Vice-Minister of Education and Culture.

recognition. It is important to note that the Legislation Office of AMARC (the World Association of Community Radio) for Latin America is based in Montevideo and has been instrumental in the promotion of the right to communicate, and drafting the 14 basic principles of a framework for the legislation of community media.

Television networks include 26 channels, most of them part of three private conglomerates. In 1998, 92% of households in Montevideo and 85% in the rest of the country had a TV set, and by 2000 Uruguayans spent 3,8 hours per day watching television. The three private networks, Montecarlo, Teledoce and Saeta, have control over 70 cable channels.

National Television (Channel 5) is the main public television channel and is going through an interesting transformation, led by Claudio Invernizzi and José María Ciganda, who are turning a mere information channel into a television that enhances programming and production. Already, 70% of what is aired is national production, and 40% is live. National Television recently inaugurated a new live-studio, within a glass structure over the street, a symbol of transparency from the new management.

The city of Montevideo has its own public channel, Teve Ciudad, which started in 1996 and aims to “contribute to the construction of the community, social and historical identity in the city”. Teve Ciudad has kept a complete archive since the beginning, its catalogue includes hundreds of documentaries on all kinds of cultural expressions and artists. 98% of its production is national, much of which is done by the station itself through agreements with other institutions, such as a series of documentaries done with support from the Ministry of Social Development (MIDES).

An outgrowth of Teve Ciudad, TV Arbol started in 2003 and is a participatory video production outlet, managed by a young collective that produces documentaries and also supports with training and post-production smaller groups around the country. Their productions are aired by Teve Ciudad and Canal 5, and through Internet; but also in neighbourhoods, streets and public places.

The opportunities of working with public media in Uruguay and with video production collectives around the country are interesting.

There are also opportunities of working with private commercial media, particularly journals that have shown interest in collaborating with the UN system and programmes, but not only as mere reproducers of information that is pre-packaged.

III. THE INFORMATION AND COMMUNICATION NEEDS ASSESSMENT

Methodology

Three main activities characterise the methodology followed for this assessment:

- a) Reading and analysing documents related to the pilot country (CCA and UNDAF documents and reports), as well as general United Nations resolutions and documents on Communication for Development and Communication for Empowerment;
- b) Analysing the notes from meetings with UN staff, with partners from the Uruguayan government, with journalists and media houses, with universities, and with NGOs;
- c) Providing lectures, presentations and feedback to various groups (journalists, UN communication team, university students and teachers, UNESCO staff, and civil society organisations attending the conference of RUTELCO, a network of community multimedia centres).

Those activities provided sufficient input to draft the findings of this report and its recommendations.

Analysis and Discussion

It is crucial to realise within the UN System in Uruguay that without information and communication, and the effective inclusion and participation by the marginalised segments of society, the MDGs will not be met. The information and communication gaps are still barriers to overcome.

The role of Communication for Development, Empowerment and Social Change (C4DESC) is particularly central to the success and sustainability of programmes implemented in various levels of the population, many of them involving civil society and community based organisations.

Information Gaps

In spite of the effort of creating a Communication Group that meets regularly to discuss issues of communication and information, the UN system in Uruguay does not successfully communicate with journalists and the media about its mission in the country. There is an important information gap because the relationship between the media and the UN system shows many missed opportunities. Even high profile worldwide agendas such as the Millennium Development Goals (MDGs) remain relatively unknown by the general population.

Part of the problem is the extreme attachment of the UN system to a standard jargon that is not easily accepted by journalists and the media. This came out clear in conversations with journalists from APU and El País, who mentioned that UN agencies and organisations keep sending ready made press releases which are of little use for the media. They are sometimes published or aired as a contribution to the UN, but they do not represent the best use of the relationship that exists between national media and the UN system in Uruguay.

Journalists would like to have a different relation with the agencies, through specialised staff that can provide the information needed to draft their own articles or scripts. Ready-made and packaged information kits are not very useful to journalists.

Communication Gaps

Internally within the UN system of agencies, funds and organisations that have programmes and offices in Uruguay, the main communication gap is the lack of understanding about Communication for Development, in spite of all the documents, definitions and experience that the UN System worldwide has accumulated over the years. Not only there is little understanding on C4D, but there is no common understanding on communication either. Activities that relate to advocacy, information dissemination or institutional visibility, are all grouped under the label of “communication”.

The lack of specific understanding on Communication for Development, Empowerment and Social Change (C4DESC) is the result of the limited vision from management to draw policies from UN guidelines, and partly due to the fact that very few staff in charge of communication and information activities has the appropriate background. Most are junior staff from other areas of education and experience, and the few more experienced are journalists with no competency in communication for development. There is only one senior communication specialist within the UN System in Uruguay, and this is the UNESCO Communication & Information Advisor, Gunther Cyranek. Even him, who will be soon leaving the post, has not been fully involved before in C4D programmes in Uruguay.

In terms of the pilot country and the objectives of “Delivering as One”, this cannot happen if there is no common understanding on Communication for Development, Empowerment and Social Change (C4DESC). As suggested by the UN General Assembly documents, communication needs to be incorporated in the “Delivering as One” objectives as more than just information dissemination, public relations or corporate visibility.

IV. FINDINGS AND RECOMMENDATIONS

Key Findings

Communication for Development in the UN System

The main finding concerns the lack of a joint Communication for Development, Empowerment and Social Change policy and strategy in support of the joint programme and the on-going projects. This is partly explained by the insufficient expertise and political will towards the integration of C4D, C4E and CSC into the CCA/UNDAF process. The result is little coordination within the UN system particularly for integrating communication initiatives into UNCT core strategic instruments.

It was very useful to meet with the UN Communication Group under the auspices of UNESCO Advisor for Communication & Information. The profile of the group is very mixed in terms of background, experience and age. The UN System in Uruguay is no exception as it reproduces the same pattern that we see globally, where a few agencies attach more importance to communication than other. The profile of the staff in Uruguay corresponds to the relevance that each agency, globally, attaches to communication; even less in some cases.

The importance of advocacy campaigns and corporate communication is well understood in Uruguay, however there is little awareness and understanding of the importance of Communication for Development, Empowerment and Social Change, where the information and dialogue help people to better understand issues and participate in the communication process.

Communication, as a sector of development, corresponds to the mandate of UNESCO, but as a crosscutting tool for development it should be part of the policies, strategies and programmes of all agencies, funds and organisations. Only UNESCO, FAO and UNICEF attach to communication in general and specifically to Communication for Development the importance assigned by UN General Assembly resolutions. In terms of policy-making and strategy design, but also in terms of budget allocation and staff recruitment, most of the agencies have no provision whatsoever. They do not see it as a priority.

In the context of Uruguay this translates into a weak partnership with government and civil society in the field of C4D, because the UN System does not have the capacity to respond to national needs or to influence those needs.

Some of the agencies and funds in Uruguay are dedicated to information dissemination or public relations activities. They are spending resources contracting advertising agencies instead of working more closely with civil

society organisations that are experienced in Communication for Development.

The consultant's mission to Uruguay revealed much interest on C4DESC from the UNCT Communication Group. It seemed as if most of them had been exposed for the first time to the concepts of communication for development and social change. At this point it is difficult to have a more specialised dialogue on C4D with the staff assigned to communication, because by default most of them centre their work on mass media and institutional visibility. Their understanding of communication relates mostly to information dissemination and there is no common language or uniformed concepts on communication for development.

Relating with journalists & mass media

It was very important during the mission to have a frank and open dialogue with journalists and media houses, which provided feedback on their perception about the UN System and their experience working together. UNESCO has been traditionally a facilitator of the relationship, and this role was clearly appreciated by all those that attended the meetings.

In spite of the tight schedule during the week this consultant had the opportunity to interact with journalists and media houses several times. A very useful meeting with a dozen journalists from Montevideo and from the provinces was organised at UNESCO office. In attendance were journalists from national media such as La República or Brecha, as well as from local media in Salto, Cerro Largo, Maldonado, Rocha, San José, etc. Visits to the National Television, TV Ciudad, TV Arbol, APU and El País provided further insights on the expectations that Uruguayan journalists have from the UN System.

One first observation is about the willingness of all journalists with which this consultant interacted, to work with the UN System in better ways. They seem all committed to development issues and ready to engage into activities that will bring the MDGs to people, in their language and adapted to local needs. A typical comment from journalists is: "we are doing work on the same issues that the UN labels as MDGs, but we do not use the same jargon".

A second important finding is that journalists, particularly those from local media in the provinces, have a deep understanding on Communication for Development as a tool for participation, community involvement and programme sustainability. This understanding has no match within the UN Communication Group, except for one or two staff. The kind of work they do in their hometowns involving their community and the themes they choose to research and produce about, are much closer to the MDGs in the essence, than information dissemination *about* the MDGs. The enormous energy and

individual initiative shown by these journalists is an opportunity for further collaboration. UNESCO has invited them regularly, which is a very important step.

Conversations with APU representatives Richard Prieto and Horacio Knaeber, and with the Editor-in-Chief of El País, the main journal in Uruguay in terms of coverage, showed frustration in their perception of relating with the UN System. It is clear that journalists would like to establish a more fluent and continuous relationship based on joint initiatives rather than just receiving ready-made press releases on UN activities, generally aimed to heighten institutional visibility.

Our dialogue at El País with Enrique Etchevarren, Editor-in-Chief and Agustina de Navarro, editor in the International Section, was revealing on the difficulties perceived by this important journal in relation to the UN system. Contacts with the UNCT are rather scarce, only UNICEF is seen as an organisation that has the capacity to respond to their requests. This is partly due to the fact that UNICEF has identified a focal person to relate with the media, and she has made herself very accessible to call and consultations. Contacts with other agencies such as UNESCO or PAHO are sporadic.

Criticism from El País towards information dissemination activities and also training activities facilitated by UN agencies was clear. Enrique Etchevarren said UN agencies often struggle to “sell their stories to the media, however their topics do not match thematic or news criteria, or the information is not provided appropriately or timely enough. As for training, previous experience with a media workshop organized by WHO caused criticism as, according to the editor-in-chief, the participating journalists lost their independence as they were forced to use the UN institutional jargon, which affected the quality of their writing negatively.

There is a need to improve the consultation processes and provide more appropriate response to media's information requirements; when sending press releases or other media material, it is important to critically check media's specific interest in the topics. UN communication officers should become experts in areas of UN interests capable of quickly responding to questions addressed by journalists.

The visits to three television & video outlets completed the panorama of potential partners for information activities.

The role of universities and civil society organisations

Universities are think tanks that have an increasing role in national development. In the communication area, their role is not only to train journalists, but communication specialists with a strategic perspective of

development. Traditionally, most universities in the world have “social communication” departments or faculties that are mostly oriented towards journalism, mass media and information, however, this has been changing in recent years due to the demand of qualified communication professionals to work in the development area.

In Uruguay, universities are not different from other universities in the region, in the sense that their main role is to train radio, television or print journalists to feed media houses, or publicists and public relations managers. The profile of a communication specialist with a strategic vision of development, trained to work with *processes* rather than with *messages*, and with communities and other stakeholders not limited to media, is missing. This partly explains also that when development organisations are looking for communication specialists, they end up hiring journalists or public relations managers.

Only the public Universidad de la República –the largest of all- seems to have a consistent education and community communication specialization area in planning and implementing community interventions with a participatory perspective. This is offered as an alternative to the regular journalism, audiovisual, advertising and research specialities that are also available.

Universidad Católica is also interested in this perspective, although it currently only has two master degrees in communication, one focusing on media reception and culture, and the other one on organisational communication.

There are many potential opportunities for working with universities, not only in curriculum development and training, but also associating them to research and evaluations, taking advantage of their academic strengths, their independence and non-commercial interests.

Government perspectives

The importance the government of Uruguay draws to social and development issues is widely influencing all sectors of society. The general political and development discourse in the country has moved towards more progressive positions. This was clear during the electoral campaign in October 2009 and through what is published and aired in print and audiovisual media.

Similar to the UN organisations, Ministries often have communication units, which conduct information and public relations activities, including publications, press conferences, public events, etc. They need the support from the UN System to implement Communication for Development, Empowerment and Social Change (C4DESC) activities.

According to the conversation we had with Maria Urruzola, head of the

Communication and Information department, the Ministry of Social Development has been named focal point and assigned the responsibility to promote communication within the Government. Created in 2006, the communication area has grown to 16 people and currently publishes a monthly journal, "InfoMides", and maintains a web page. The Ministry is interested in further cooperation in Communication for Development with the UN System, building on the wide network of "social councils" that has been strengthened all over the country. Support with the design of a communication strategy for MIDES and those social councils would be the first step of collaboration.

During our dialogue with Carlos Liscano², Vice-Minister of Education and Culture, (representing the National Commission for UNESCO), it was mentioned that the Government needs support in the area of communication, particularly concerning the promotion of the national tangible and intangible heritage and the role of communities in its preservation. Other areas that he mentioned to be explored for joint cooperation in C4D are water, tourism, environmental protection and human rights.

Information is already a clear priority for the government, as it can be judged by the support provided to public media, television in particular, and to new ICTs for development. Canal 5, Teve Ciudad and Plan CEIBAL are examples of these policies. The experience that the UN organisations and agencies have accumulated over the years in the field of C4D could benefit Government media and ICT programmes, particularly in the area of content generation.

Our conversation with Luis Garibaldi, Director of Education and one of the focal points for Plan CEIBAL, focused on the need to strengthen training and content generation during the next phase of the plan, since the first phase has accomplished the technical platform: distribution of 367 thousand computers and connectivity in all schools which form part of the plan.

According to Garibaldi, the curricula of schools has not yet been adapted to the new learning conditions that Plan CEIBAL is generating, and the use of new technologies still depends very much on the goodwill and understanding of teachers, which makes training and new content generation a key area for potential technical assistance. Though two web portals offer assistance and content that is regularly updated at the central level, more is needed to support a participatory process to establish networks at the local level and to enhance local production of contents (local content-specific blogs, mini-webs, multimedia materials) and local training.

The relation of the UN System with public broadcasters should not be limited

² Prominent writer, novelist, who was in prison during 13 years under the military rule.

to providing UN video documentaries that do not fit into their programming. Broadcast time is expensive, and it was clear from the conversation we had with José María Ciganda, Advisor to the Director of Canal 5. UN packaged video documentaries can only be scheduled at the lowest audience slots in the day, and this is done as a gracious contribution to the UN. Much more welcomed would be a specific proposal for joint productions at the national level.

Key Recommendations

“Delivering as One” communication policy and strategy

There is a clear need for developing a communication policy for the UNCT, as well as a strategy and a plan of actions embracing all components of the communication & information area. Communication policies need to be continuously discussed within the UNCT for positioning within the framework of “Delivering as One” and to support the learning process of staff.

Since there is already a draft communication strategy that was developed at the office of the Resident Coordinator, it would be essential to further develop, enrich and validate this strategy through an inclusive process that allows for the participation of government and media partners, as well as civil society organisations. This process should be led by experienced communication staff and/or consultants.

There are at least two advantages of following a participatory process: 1) in terms of ownership, the strategy will be shared and assumed not only within the UNCT but also with partners; and 2) the collective validation of the communication strategy will attach greater legitimacy to it.

The process would require a focal person as coordinator of the Communication for Development, Empowerment and Social Change process. The profile should be of a specialist with experience in developing strategies and policy papers, and the level should be senior. At the present time, only the UNESCO Communication & Information Advisor seems to fulfil the profile and level requirements, hence UNESCO HQ involvement, as the leading agency with a mandate on communication, seems essential.

In order to include in the current Common Country Analysis (CCA) a chapter on communication and a specific section on Communication for Development, it is important that the Resident Coordinator provides guidance to the agencies, so they will feed enough information and discuss internally.

As the operative output of the CCA, the next UNDAF should also include Communication for Development across programmes, starting from the

planning process up to the monitoring and evaluation indicators. Every project that will include activities with the population should include from its inception a component, with specific budget (separate from the public information budget), and qualified staff allocations for Communication for Development, Empowerment and Social Change.

A formative assessment or audit should be undertaken to analyze every programme and project in the next UNDAF from the perspective of communication, information and Communication for Development, Empowerment and Social Change (C4DESC).

To systematically and effectively integrate C4D, C4E and CCS into the various programmes and projects there is need for a coordination mechanism within the UNCT, with these tasks: a) ensure that C4D expertise is made available to the thematic groups responsible for developing the log frame; b) facilitate agreements in which UN agencies take lead responsibilities for achieving results, and c) acting as a formal link to government and civil society actors in this area.

Training of UN field staff in C4D is essential. In line with the recommendations made by participants at the most recent Inter-Agency Round Table (2009), it is important to identify learning institutions that can provide C4D and learning programmes for UN staff. Training should be seen as a continuous process and not just a one-time activity.

The recommendations also refer to the recruitment processes of qualified staff “through developing and negotiating both a communication for development job description template and a model job advert for a C4D job with the Human Resource Departments in UN agencies”. They point to the importance of establishing, supporting, and actively facilitating a knowledge sharing and social networking platform for UN agency staff working in or interested in C4D.

Networking with journalists and mass media

Sending newsletters, bulletins or video clips to journals or television channels or calling press conferences should not be the core of the activities in relation with journalists and media houses. A more permanent relationship needs to be built, at various levels of responsibility, in order to establish durable alliances with journalists and media as partners in development.

During the dialogue with Editor-in-chief of El Pais, the following recommendation was suggested by this consultant and found a positive acceptance: under the coordination of the UN Communication Group a weekly electronic and very brief and simple bulletin should be sent to specific focal journalists in media houses. This bulletin does not need to have design or

photos; it should be an email with three-line descriptions of each news item and hyperlinks to open web-based comprehensive information and the emails of reference contacts in the respective agencies.

One of the most important needs in terms of networking with the media is to establish regularity in the relationship, which is currently characterised by random and occasional activities.

A direct relation at the highest level between senior UNCT management and the media, should instil a better understanding of UN development policies, the MDGs and the challenges of “Delivering as One”. A monthly breakfast should be regularly scheduled, bringing together ten chief editors and directors of the main journals, radio stations and television channels with the Resident Coordinator and heads of UN agencies.

Needless to remind that this effort would be useless if those meetings were delegated to lower staff of the UN or of the media houses that have been invited. The effectiveness is directly related to the high profile of participants and it should be clear from the first meeting that the invitation is not transferable.

At the level of reporters and journalists assigned to cover the social sector for their journals, radio stations or television channels, it is important for the UNCT to request media managers to appoint one focal point for relating with the UN System (as Agustina de Navarro is the focal point for El País) in the perspective of participating in training sessions and/or having direct access to UN-generated information.

Once the list of the focal points is completed, regular training sessions on development issues should be scheduled, for example a full day or half-day every month, during which a UN or government specialist (on health, education, environment, etc.) will lecture on a specific topic. A working session would follow immediately after, allowing journalists to draft feature articles or scripts for their programmes, with support from a senior news editor as coach. The idea is that by the end of the journey, journalists would have elaborated their own materials for publication. After a year, a certificate should be handed to those that attended 12 sessions. This is particularly important to avoid that from one session to the next, other colleagues replace the journalists.

The above is important to promote journalists' capacities to perform independent, investigative and high-quality journalism.

The other way to promote and encourage investigative journalism on social and development issues is to create an award for journalists (as UNICEF does in some countries), which will recognise the merits of the best feature

articles, television or radio programmes on development issues, published or aired within the calendar year. Each year, a specific topic could be selected, representing national priorities. The prize (to be determined) could be awarded by the APU and “Delivering as One”.

During the conversations held with the management of the public television channel (Canal 5) and the municipal Teve Ciudad the idea came up to organise an international seminar on media and social responsibility, where national experiences would be discussed side by side with a few selected international experiences, mostly from the region.

Working with universities and civil society organisations

In spite of the existing difficulties to establish institutional agreements between public and private universities, there are areas of collaboration that can be supported by the UNCT under the leadership of UNESCO, the leading agency for higher education.

Less than four universities in the region (out of 1,742 social communication faculties, according to a recent study) have a post-graduate diploma that emphasizes C4D, C4E or CCS. The needs of development programmes in terms of communication specialists with strategic vision of development are far from being met. Since the only higher-education experience related to Communication for Development, Empowerment and Social Change is the Community Media specialization at Universidad de la República, it would be a long-term recommendation of high importance to explore the possibility of creating/supporting a Master's Degree with emphasis on C4D in this public university.

Since the process of establishing a post-graduate degree needs to be supported through concrete output oriented activities (research, publications, seminars), it would be important to start with small-scale joint projects on topic-specific issues relevant to development issues in the context of Uruguay.

Regular training sessions for the UNCT Communication Group on Communication for Development, Empowerment and Social Change could be established in agreement with Universidad de la República, which has experience and leadership in this field.

Media observatories have grown in Latin America in recent years, to overview the behaviour of mass media and provide guidance both to the opinion and the media itself. Observatories periodically choose theme areas such as gender equality, indigenous populations, human rights, environment or development issues to analyse how media has reported and covered those topics through the news and programming. In that context it would be

important to support universities to create a media observatory focusing on development issues, which may contribute to increase social responsibility in the mass media.

Partnerships with government

Although OPP is the channel for international cooperation, dialogue with individual ministries in the areas of education, health, or social development is crucial to detect and assess the needs in the area of C4D, since OPP doesn't have the capacity to do it. It is particularly important to discuss the topic with the Ministry of Social Development (MIDES) since this government body has been assigned to provide Communication for Development support to other ministries and government agencies. A concrete activity would be the support with the design of a communication strategy for MIDES and the network of "social councils" existing all over the country.

More involvement of the UN System with Plan CEIBAL is crucial, since this government programme is reaching the whole nation (schools, teachers, families) and has an enormous potential to transform the Uruguayan society in at least these areas: information dissemination, education methods, social networks, community participation, and cultural identity. The most important support would be in the area of content generation, particularly at the local level.

Suggested priority activities for 2009-2010

Very important note: A long-term development scenario and a detailed Plan of Actions should result from the review and validation of the communication strategy during the first quarter of 2010. This said, some activities are "a must" and should be listed here.

UNESCO, as the leading UN organisation for communication and the only one that has a Communication for Development Division in HQ, with specialised and experienced staff, should directly support and be involved in the C4D process in Uruguay at least until the new UNDAF is finalised and the plans of actions are developed.

1. "Delivering as One" communication policy and strategy:

- Feed the Common Country Assessment with analysis concerning communication in general and Communication for Development in particular. The analysis can be drawn substantially from this report. (December 2009)
- Assess, enhance and validate a communication strategy through an inclusive participatory process involving not only the UNCT

communication group, but also selected partners from the media, government, knowledgeable NGOs and civil society organisations. (January-February 2010)

- In agreement with OPP, include the communication strategy as a chapter or substantial section in the upcoming UNDAF document. (March 2010)
- Include communication, information and C4D components in each programmatic area of the UNDAF, with specific budget allocations for staff & activities, and create greater awareness of C4D among UN staff. (March 2010)
- Design a detailed calendar with goals for 2010 aimed to strengthen information, communication and C4D activities around the Uruguay UNDAF. (March 2010)
- Assess information & communication staff strengths and limitations with regard to the needs of “Delivering as One”, including the revision of TORS, a new job description template, reclassifying posts and/or reassigning responsibilities. (February 2010)
- Implement training activities for members of the Communication Group, with emphasis in Communication for Development. (March-December 2010)
- Review budget resources and staff allocations for information, communication and C4D within the “One Programme” and “One Budget” framework. (February 2010)

2. Networking with journalists and mass media:

Generally, it is crucial to build a long-term and continuous relationship with media and journalists. Specifically:

- Identify in journals, radio stations and television channels, focal persons to have a direct relation with the UN Communication Group. (January 2010)
- Debut the production and distribution -through email- to focal journalists in media houses, of a plain and simple news bulletin with three-line descriptions (and hyperlinks) of the most recent news items generated by the UN System in Uruguay. (January 2010)
- Establish a regular space (a monthly breakfast, for example) for high-level dialogue between directors or chief-editors of selected media

houses (press, radio and television) with the UN Resident Coordinator and heads of agencies. (February 2010)

- Programme one-day monthly training sessions for reporters and journalists from selected media houses on investigative journalism. A certificate would be presented to all those that have attended 12 sessions during the year.
- Launch of a Development Communication Award for investigative journalists co-sponsored by the Association of Journalists of Uruguay (APU) and "Delivering as One" or "United in Action". (March 2010)
- International Seminar on Media and Social Responsibility, to highlight the importance of public media and exchange experiences with other countries in the region. (September 2010)

3. Working with universities and civil society organisations:

- Articulate with Universidad de la República and/or Universidad Católica and/or AMARC, a series of training sessions on Communication for Development for the UNCT Communication Group. (March 2010)
- Assess opportunity and interest for the creation of a Master Degree in Communication for Development, Empowerment and Social Change (C4DESC) with Universidad de la República. (April 2010)
- Support small-scale joint projects with universities and civil society organisations e.g. topic-specific research cooperation, joint symposiums under the auspices of the UNCT, e.g. on environment communication.
- Strengthen C4D contents at the UNESCO Chair of Universidad Católica. (April 2010)
- Support the creation of a media observatory on development issues, integrated by two or three universities, APU and civil society organisations such as AMARC.

4. Partnerships with Government:

- Conduct sector audits and needs assessments on C4D in government programmes and ministries
- Provide immediate technical assistance to MIDES for drafting a Communication for Development strategy involving local social councils and articulating communication activities with other ministries.

- Training activities on C4D for government partners, particularly at MIDES.
- Offer OPP sufficient information on C4D related activities to create greater awareness in this decision-making Government office of the United Nations General Assembly resolutions and mandate to incorporate Communication for Development in the pilot process of “One UN” and “Delivering as One”.
- Provide technical assistance to Plan CEIBAL for local content creation and training. Through C4D participatory process promote wider community participation and networking with existing local development organisations.

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ACRONYMS

AECID	Agencia Española de Cooperación Internacional para el Desarrollo
AGESIC	Agencia para el Desarrollo del Gobierno de Gestión Electrónica y Sociedad de la Información y del Conocimiento
AMARC	Asociación Mundial de Radios Comunitarias
ANTEL	Administración Nacional de Telecomunicaciones
APU	Asociación de Periodistas del Uruguay
C4D	Communication for Development
C4DESC	Communication for Development, Empowerment and Social Change
C4E	Communication for Empowerment
CCA	Common Country Assessment
CEIBAL	Conectividad Educativa de Informática Básica para el Aprendizaje en Línea
CFSC	Communication for Social Change
CMC	Community Multimedia Centres
DICREA	Departamento de Industrias Creativas
FAO	Food and Agriculture Organisation
MDGs	Millennium Development Goals
MEC	Ministerio de Educación y Cultura
MIDES	Ministerio de Desarrollo Social
OPP	Oficina de Planeamiento y Presupuesto
RUTELCO	Red Uruguay de Infocentros Comunitarios
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Science, Culture and Communication Organisation
UNICEF	United Nations Children's Fund
UTU	Universidad del Trabajo de Uruguay