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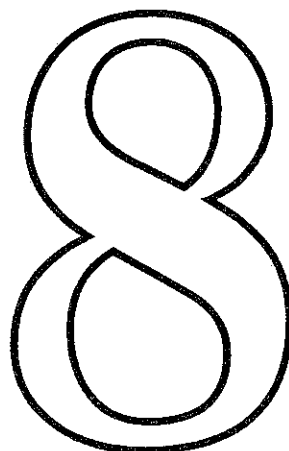
ROTTERDAM / THE NETHERLANDS

# Development Support Communication for Urban Management in Developing Countries

By Florian Steinberg

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IHS Working Paper Series No. 8

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**Development Support  
Communication for Urban  
Management in Developing  
Countries**

Florian Steinberg

1994

## Preface

The present IHS Working Paper, 'Development Support Communication for Urban Management in Developing Countries: A Position Paper', is the first attempt of the Institute for Housing and Urban Development Studies (IHS) to describe the relationship between urban management and development support communication as a special tool.

The paper reflects on work being done by the Institute in the context of a multi-year project on "Information and Communication Support for IUIDP-Training and Urban Development" in Jakarta, Indonesia. This project, funded by the Ministry of Housing, Spatial Planning and Environment (VROM) of the Netherlands, has been supporting the implementation of the national Integrated Urban Infrastructure Development Programme (IUIDP) and its human resources development component in particular. The major support rendered to the IUIDP has been in the promotion of a national human settlements information-communication strategy, in the production of an IUIDP newsletter and numerous brochures related to the IUIDP training programme, as well as the production of audio-visual training aids. During the implementation of this project, it was realized that an effective Development Support Communication (DSC) can not operate at the national level only, but that it needs to become part of the routine urban management activities of local government. It is intended in future to build DSC components into large scale urban developments projects which are implemented under the IUIDP flag.

The development of this IHS Working Paper and its ideas has been supported by the IUIDP Training Development Unit, in the Directorate for Programme Development, Directorate General of Human Settlements, Ministry of Public Works, Indonesia and by its head, Ir.Nana Rukmana.

The writing of this paper was strongly influenced by Perrett (1982). The author wants to acknowledge the constructive comments on earlier versions received by Forbes Davidson, Robert van der Hoff, Ed Maan, Monique Peltenburg and Hans Teerlink, all of IHS.

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# 1

## Introduction

This "position paper" is attempting to peg out the particular role of "development support communication (DSC)" for urban management, for the interaction or interfaces among the public, the private, the non-governmental and the community sectors. The aim of this paper is to advocate to urban managers the inclusion of DSC in the (routine) management of their cities, and during the preparation and implementation of particular programmes and projects. The point is made that DSC will increase the chances of success for development projects and programmes.

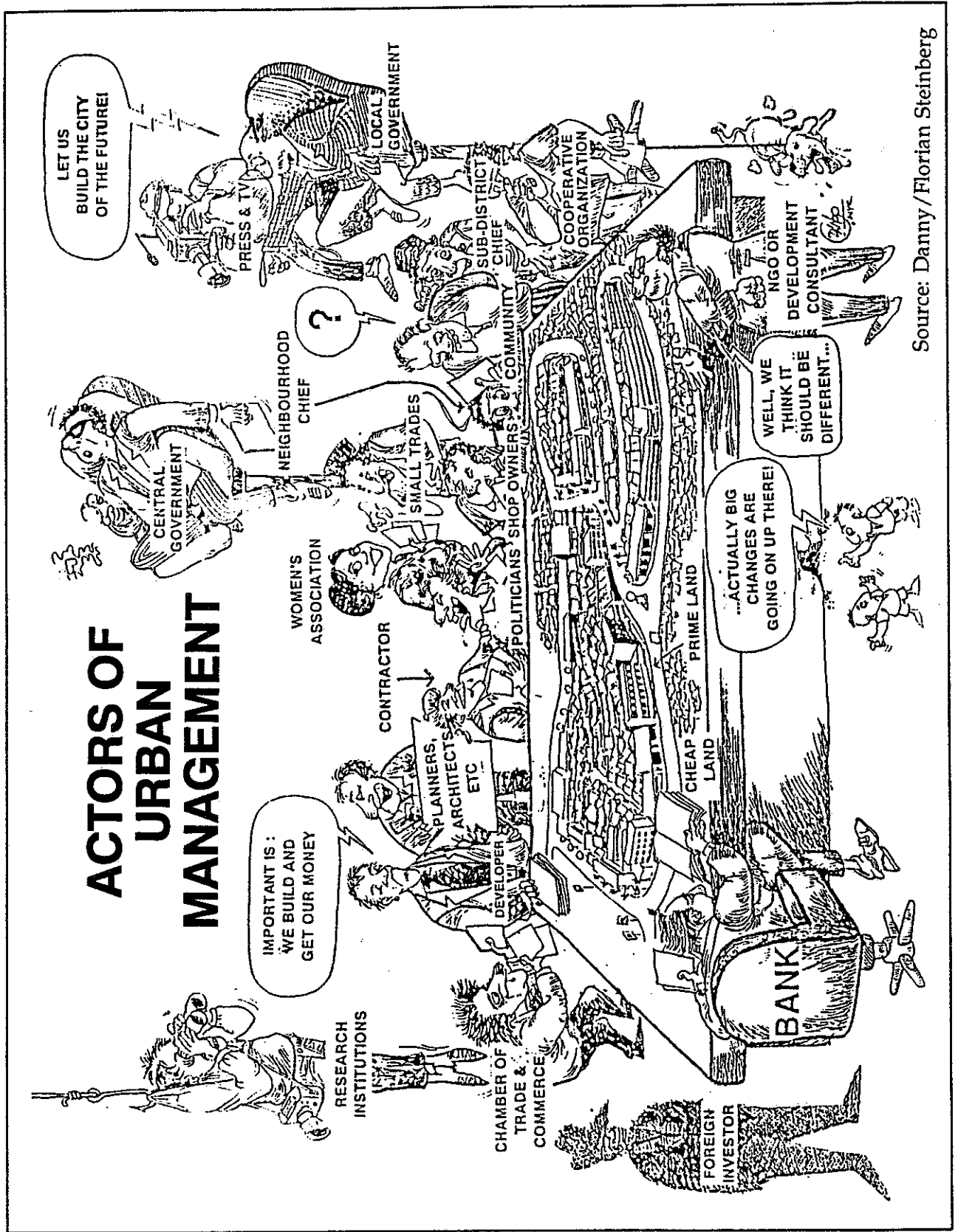
The present practice of urban management in most developing countries largely excludes and ignores DSC, a tool which is used in other activities such as family planning, health programmes, environmental protection campaigns, etc. It is advocated here that development support communication should be adopted for urban management operations and provided through information, motivation campaigns, (participatory) education activities, and horizontal, as well as vertical, communication processes. The prime objectives of DSC are:

- to improve institutional functioning at horizontal levels or the relationships between different institutional levels;
- to encourage private and community sectors to participate actively in urban development projects; to generate, through coordination between both sectors, a re-enforcing impact for local development;
- to encourage (local) government understanding and support for local private, non-governmental and community initiatives, and
- to ensure project benefits and to help to reduce negative impacts.

The paper will dwell on a variety of issues related to an appropriate communication mechanism and process, and it will try to present --though only in general-- the strengths and weaknesses of several DSC tools with regard to their application in different urban programme or project stages. It will be argued that development communication (DC) is an indispensable component of urban management operations (*Figure 1*).

Figure 1:

Actors of Urban Development: Without communication no co-ordination of potential efforts, and no consensus on development goals and activities.





# 2

## Definitions of Development Support Communication

What we would term "development support communication (DSC)" (see: Oepen 1988) has otherwise been called "project support communications (PSC)", "development communication support" or even "training, information and communication (TIC)", just to name a few terms (for further references see: Perrett 1982, p.1).

In any case the term "development support communication" is used for activities that can be highly supportive to the planning and implementation of (urban) programmes (or "sectors") and projects, or for urban management in general. The DSC helps to create an environment or climate conducive to the participation of other social forces be they from the (local or national) government, from the private, the non-governmental or the community sectors. DSC has the objective, through the circulation of information materials, through direct person-to-person communication or through the mass media, of making urban management successful. Thus, DSC is defined by the "supportive" role it plays.

DSC can consist of a large number of activities which result in the following concrete actions:

- small group meetings and discussions of an informative and coordinating nature;
- large group meetings and discussions of an informative and coordinating nature;
- door-to-door visits with person-to-person communication;
- production and circulation of leaflets, brochures and other printed information materials;
- production and effective placement of posters and announcement boards;
- production, presentation and discussion of videos and audio-visual materials;
- utilization of theater and other folkloristic media (e.g., puppet plays, music performances), and
- training of local government and NGO staff in the preparation of development communication tools and in management of communication processes.

From the viewpoint of the appropriateness of development support communication, .....???, the right (mass) medium for the right target group and for the right topic, the issue is the choice of the most "participatory" medium and channel which can promote understanding (even of more difficult technical issues) and stimulate active participation, even of people or interest

groups with no specific specialization in the subject field. According to Beltran (1979, p.28), Berrigan (1979, p.39) and Oepen (1984), communication models can be called "appropriate" for enhancing community (and private sector) participation if they are defined as a process of horizontal (and democratic) social interaction through media developed and/or managed by a group of people who share values and goals in a limited, geographically defined area. As the people participate in this process as initiators, planners and implementers, the media involved become means of informing and educating, and of exchanging news and (the sometimes rather divergent) views. Thus the media chosen function not only as a means of transmitting information from one source to another but also as part of the communication process itself (see: Oepen, 1984, p.88). As such, "appropriate" communication in support of community participation should, to a large extent, be different from conventional mass media interventions which are usually a "top-down" flow of "information" and not "communication" activities (Box 1). Participatory development communication can even provide support to people's own (spontaneous) initiatives, aside from assisting the development efforts of governments, planners and urban managers (*Figure 2*).

"Those in power do not like to be criticized, and their subordinates are very reluctant to criticize them. The result is the same as before. The power center maintains very little communication with the common people. Communication is always from the top downwards and never the other way around. The traffic is strictly one way.

A situation like this complicates the development processes of our people since the well being of a society depends heavily on how efficiently or ineptly a country absorbs economic, political, technical knowledge, etc. The outlook for correcting this lord-vassal relationship either from the top down or from the bottom up appears rather bleak. If the person in power finds anything displeasing, he will normally take repressive action. The efforts and processes involved in preventing the development of an undesirable situation, however, seem to be thoroughly understood by each sector, yet it is virtually impossible to change anything in this feudal type of situation. The underling is afraid to suggest new and different ideas which might conflict with those of the 'establishment'. He lacks the courage to criticize a superior. Likewise, he lacks the nerve to present any facts which might displease the *bapak*. The *bapak* is content with the feudal attitude that power is synonymous with wisdom and ingenuity, that he is all-knowing and perfect".

Source: Mochtar Lubis, 1986, THE INDONESIAN DILEMMA, p.23/24, Singapore

Box 1

The State of "Communication" in Public Life  
According to a Well Known Journalist

Figure 2: A Communications Continuum (Conventional vs. Participatory)

	<b>CONVENTIONAL</b>	<b>PARTICIPATORY</b>
✓ <b>GOALS</b>	Changes in behavior, validation of status quo, social engineering	Self-expression, empowerment, awareness building, conscientization, action for emancipation, PROCESS
✓ <b>INTERESTS SERVED</b>	Central, controlling, standardization of norms and values, predictability of behaviour	Local, specific, development of local capabilities and institutions, defense of local interests
✓ <b>CONTENT</b>	Priority messages, central policy, enforcement, warnings/reminders/threats	Locally determined, based on analysis of local causes of problems, related to local values and history
✓ <b>SENDER</b>	Central powers, educated elite	Senders are receivers
✓ <b>RECEIVER</b>	Poor, uneducated, powerless	Receivers are senders
✓ <b>DISSEMINATION</b>	Vertical, multi-media, saturated	Horizontal, bottom-up
✓ <b>FORM</b>	Formal projects/campaigns, media blitzes, etc.	Informal, local, group-based, continuous, dialectical
✓ <b>MEDIA</b>	High technical mass approaches, capital/media intensive	Simple, low-cost, person to person, discussion based, community oriented, <i>people intensive</i>

Source: Russ Dilts, Jakarta

# 3

## Urban Management and the Role of Development Support Communication

### 3.1 The policy environment

During the 1980s, the failure of traditional approaches to urban development has become a widespread notion. And today one can observe the emergence of a new paradigm of "urban management", which claims the ability to cope with accelerated urban growth and change, and to steer urban development into a sustainable future providing economic growth and poverty alleviation (see: Davidson et al, 1991). Among the prime urban management tasks rank:

- economic development;
- employment and income generation;
- land management and large-scale development;
- planning and provision of infrastructure networks and their operation & maintenance;
- urban environmental development and protection;
- basic health services;
- housing and support for housing development (and supportive infrastructure systems), and
- integration and medium-term programming of projects.

There is an emerging consensus that with the accelerated and increasingly more complex phenomena of urbanization, the requirements of the urban sector need not only receive higher priority, but also a more "dynamic" form of urban management. This in turn requires considerable attention to the building of institutional capacities at the local government level for the formulation, implementation and maintenance of urban development programmes; for the devolution of greater financial autonomy (as well as responsibilities) to local governments in order to enlarge the local resource base, and for the promotion of increased participation of the private and community sectors (see among others: Asian Development Bank 1988).

To improve urban management a number of approaches are available, namely:

- decentralized institutional development, and capacity building through local government manpower training and motivational efforts;

- **"making urban communication flows more efficient"** (Davidson et al, 1991) and creating institutional structures which facilitate communication between different urban actors;
- community participation in planning, implementation and operation & maintenance of neighborhood development projects;
- public-private sector partnerships, and
- "dynamic", responsive and action-orientated spatial planning.

The recent urban policy environment has also stressed the shift of responsibilities in human settlements management:

- The **public sector** is now seen as an indispensable facilitator and mobilizer of long-term development capital in those instances where no private sector investments can be mobilized for urban services, for environmental improvement, urban renewal and urban employment generation. However, the omnipotent role of the state is increasingly questioned, as it has become clear that centralized bureaucratic systems are particularly weak in meeting local needs. Instead, but still to a varying degree, it is becoming accepted that the public sector can not occupy a monopolistic position as "provider" of services and housing for the whole population. The new perception of the state as an "enabler" for community and private sector developments has been most clearly emphasized in the United Nations Center for Human Settlements' (UNCHS) "Global Strategy for Shelter to the Year 2000" (UNCHS, 1987). The new approach requires that recognition and support be provided to support and encourage larger roles for the private sector and the community (the last sometimes supported by non-governmental organizations). In order to incorporate the inputs of these various actors into a real city development strategy it is necessary to analyze and address the "strengths, weaknesses, opportunities, threats" ("SWOT") of urban development; and such a process of formulation and implementation of a city development strategy can be well supported by **development communication** tools.

- The **private commercial sector** –which includes the "informal" economic sector– is to varying degrees a very powerful actor on the urban scene, and it is well able to respond to local needs. This also means that the forces of market competition must be seen as a positive driving force for innovation of the economy, while at the same time being responsive to the demand for housing and services. In many countries the private sector provides a majority of basic services and shelter, and its role is increasing worldwide. An appropriate mix of public and private sector roles would very much depend on the political, cultural and socio-economic conditions of

individual cities. However, the private sector is usually very much dependant on the regulatory framework provided by national or local governments, and it is also, but to a somewhat lesser degree, dependant on a positive communication network with the public sector and the urban community at large.

- The **non-governmental organizations** --a term which embraces community based organizations (CBOs) and non-governmental organizations (NGOs)-- have great capacities for mobilizing enthusiasm, creativity and resources on a local scale. Projects and programmes which have been executed with the support of NGOs and CBOs have often produced housing and services at considerably lower cost and better quality than public and private sector actions can achieve alone, thus actually servicing more successfully the urban low-income groups. However, success does not come easily for NGO's, and its operations are often determined by public and private sector interests and behavior, there is a great need for development communication at the interface between community and the public and private sectors.

- The **community sector** --the resident communities, as heterogeneous as they may be, have been addressed by the policies of "enablement" articulated through the Global Strategy for Shelter. Though many communities will not be able to execute complex self-help programmes on a regular basis, and while may they require some sort of permanent support or counselling mechanism, their potential for contributing to the improvement and maintenance of their own neighborhood is unmatched by any other urban actor. Numerous examples of informal housing development illustrate this.

Actually, it can be said that both the private and the community sectors, in order to be most efficient in the provision (and operation & maintenance) of services, require a clear frame-work of public sector support. Thus, "proper quality and quantity controls, underpinning new public/private, private/community and public/community relationships, also have to operate within the public-sector, if new initiatives are to work" (UNCHS 1989, p.9).

During the 1980s, much rethinking has occurred and some initiatives regarding the responsibilities of the public, private, NGO and community sectors have been launched. There has been, for example, a growing concern about **decentralization** and local government reform. The new orientation is towards more autonomy and local government empowerment, with a management agenda for dealing with the private and the community sectors. The pivotal role of the **private sector** and the potential for its own or for **partnership** arrangements with the public sector, collaborating in contract, profit-sharing or free enterprising arrangements, will receive further policy attention. At the moment, the public sector is still in a transitory "learning"

phase with regard to its "enabling" role. Equally complex is the trend to give recognition to the contribution of the community sector, and many governments still hesitate to formally recognize and support the enlargement of activities of community based groups, non-profit associations, non-governmental organizations (NGOs) or simply the "community" itself. Nevertheless, most governments can and do not deny any longer the potential positive contributions of the community sector.

As has been indicated above, more efficient urban communication flows are considered a crucial element for better and more dynamic urban management; DSC should form a part of technical assistance (TA) and be enhanced by training for urban development management. An integrated and creative application (Davidson 1991) is being called for in order to support and accelerate urban management efforts in a fast changing urban world.

### 3.2 The potential benefits or development support

If DSC is applied appropriately to urban management, it should provide a number of benefits.

First, it should promote changes of attitude within the target population through:

- creation of awareness about objectives and contents of programmes and projects initiated by local governments, the private sector or the community; dissemination of knowledge about the urban agenda;
- stimulation of project population, i.e. gaining their support to participate in the initiation, planning, implementation and maintenance of certain urban development projects/programmes involving contributions of own resources such as skills, creativity, materials (including land) and cash, and its
- provision of new knowledge about approaches and techniques to enable a population to solve some of its problems by itself.

The expected impact is the generation among urban planners and managers of a more in-depth picture of people's needs, desires and potentials and vice versa, and that this increases the likeliness of faster and smoother development. Or, in other words, the facilitation of communication and the promotion of community participation can reduce opposition to a certain programme, turn ignorance into knowledge, modify adverse



attitudes into active support, and thus prevent or defuse open conflict situations (*Figure 3*).

Governments should usually take the lead role in identifying investment priority areas, but base their decisions on a continuing dialogue with the communities that shall be served. However, at other times, it could be the community or private sector which takes the initiative. This includes the environmental dimension of urban development, which requires that the public is adequately informed about the relevant facts about the costs, benefits, risks and impacts of development. Only after or within such an information process can the public express effectively its preferences and willingness to cooperate in certain (elements of the) development project/programmes. On the other hand, DSC can contribute to a reduction of defaults on, for instance, fee or interest rate payments necessary for cost recovery. Further impacts can be that the processes of, for instance, involuntary resettlement can be eased, or in the case of loss of accustomed livelihood, reeducation programmes are initiated in a timely fashion.

There are, of course, many difficulties encountered in community participation, and a note of caution is necessary with regard to the difficulties of mobilizing communities and spreading incentives for active involvement, with regard to difficulties of local leadership structures and with the importance of informing and involving communities adequately. If community participation or mutual aid is enforced from above, its effects are minimal. If the same is initiated by the community itself, the effects can certainly be more beneficial and fruitful.

DSC will have a certain cost, and often there is no adequate budget for "software" components allocated, thus making any major inclusion of DSC unrealistic. In addition, it should be realized that participation, as well as "communication", may also be time consuming and may cause delays, and that complex social programmes require participation mechanisms of a certain sophistication. Even a carefully designed strategy could stimulate competition (and fights) between existing pressure groups, which may reduce the chances of successful consensus finding and provoke anti-participatory attitudes on the part of the (local) government.

Effective community participation depends on the strength of local organizations, and on their ability to command support and loyalty from their members and also win the respect of state agencies. Active participation will flourish if a supportive policy framework gives recognition and encouragement, if the need for community participation is realized by urban managers and if a broad network of laws, policies and procedures (at central, provincial and local government level) is gradually institutionalized. There is still a long way to go to establish sound and operational community participation on a large scale,

to create institutional frameworks for community involvement, to train (and provide technical support) for community residents and leaders, and to develop a "supportive" information-communication programme which enables dialogues between community and government, as well as among the community members themselves, to take place.

A second benefit of applying DSC to urban management would be to promote a broader spirit of collaboration within the private sector in urban development through:

- open consultation of the private sector by (national or) local governments in determining urban development needs and programme objectives;
- open forms of discussion and consultation with the community sector at large (including CBOs and NGOs) about planned or ongoing development activities, and
- clear presentation of regulatory frameworks for private sector participation in urban development, which can include concessions, service contracts or profit (or benefit) sharing in public-private sector partnerships.

The expected impact is that agreements between the various urban actors would reduce barriers and lack of confidence, which undermine effective urban management. Moreover, urban development "partnerships" can be a very important ingredient in conflict reduction. Thus, negative social and economic impacts of development can be reduced, and are in any case, easier to anticipate.

Finally, applying DSC to urban management would create better understanding among government agencies at the same or different levels through:

- training which raises awareness and skills;
- dissemination of information concerning the most recent urban policy developments and urban management innovations (through newsletters, audio-visuals, information centers, etc.)

This will result in better communication flows among staff or between agencies, and it will improve staff morale and productivity in urban management. The managers and staff of local agencies need to comprehend and appreciate the advantages of wide-spread collaboration of the public sector with private and community sectors in the realization of programmes and projects, as well as in the execution of regular urban management functions. The capability of local governments to undertake or steer the required DSC functions (the hiring of expertise, etc.) is, however, not sufficient. In general, there have to be changes in many local agencies, in their institutional profiles, skills and attitudes; and the changes need

to address the general working culture, methods of decision making, staff motivation and management procedures. The advantage of shared perceptions, of the "same language" spoken, will be felt not only in the communication among professionals, but also improve any feedback to management.

Thus, DSC will contribute to urban management functions by creating more dynamic, responsive, and **pro-active** client and action-orientated functions of local governments. This stands in contrast to the classical performance of local governments functioning rather as re-active "administrators" (Figure 3).

Figure 3: The Role for Development Communication in Conflict Resolution

TYPES OF CONFLICT	COUSES OF CONFLICT	CONFLICT RESOLUTION STRATEGIES
a) Perception conflicts (differences in assessments of situations)	Differences in information	Communication/education strategies
b) Goal conflicts (differences in desired states or standards)	Differences in values	Structural or systemic strategies
c) Strategy conflicts (differences in preferred courses of action)	Structural factors  Decision-making skill/styles	Selection of actors strategies (e.g. hiring, promotion of "good people" and firing of "undesirable" ones)

Note : Conflicts with strong personal and emotional undertones are not included here. Such conflicts require expert counseling and other similar strategies

### 3.3 The costs of omission of development communication

Similar to the overall benefits of development support communication (DSC), its omission may have certain costs, however difficult to quantify. Sometimes these costs of omission of DSC may already become visible during the implementation of a project rather than after its completion. For example for the provision of neighborhood services in certain infrastructure projects --like the Kampung Improvement Projects (KIP) of Surabaya (Indonesia)-- it was essential that residents were consulted or actively involved in the localization and technical design of certain services networks or posts, in order to guarantee their expected willingness to pay for the service or contribute later to the operation & maintenance. The absence of information and communication can instead produce rejection or non-acceptance of certain services provided, as many "top-down" slum upgradation schemes or turn-key housing schemes have shown. In such cases --due to a lack of identification or feeling of belonging-- it is not easy to recover costs or to mobilize self-help for operation & maintenance. The final result may eventually be a complete failure of the whole project.

As cost recovery is now a high priority of many urban managers, it may be very negative not to include sound 'real demand surveys' ('RDS') and consumer counselling in programme preparation before actual service fees are fixed. Furthermore proper counselling could help in the reduction of system losses due to illegal water and electricity consumption and the wasteful use of drinking water. Urban development programmes which require some relocation of residents also rely heavily for their success on supportive information and communication with the affected communities. If the need for relocation is neither well explained, nor the amount and applicability of compensation payments settled properly, then projects can get into costly delays (costly, for instance, due to commitment fees of public loan funds, or idle private capital), and relocation might even be further complicated and become more costly by opportunistic settlers trying to acquire illegally some of the funds allocated for the rightful compensation claims of long-term residents.

# 4

## The Current Practices of Development Support Communication for Urban Management

### 4.1 Experiences of development support communication in urban sector projects and programmes

Urban development projects have in recent years changed from being one-sector projects to multi-sector projects or programmes including, for instance, upgrading of existing settlements, new housing or sites and services schemes, basic infrastructure services, institutional development and financial components, which, to a varying degree, could either require community or private sector participation. In such a context, DSC can assume an essential part of the lobby in process for support and collaboration in the realization of a project or programme.

DSC can indeed become an important element in a large number of project steps, these could include:

- providing for the early involvement of (certain) key local people in the definition of the project concept;
- disseminating information to the target group and beneficiaries;
- discussing with the community various planning and technology options in order to reach the highest possible satisfaction levels;
- setting land occupation, land ownership and land resettlement and compensation issues;
- agreeing on the responsibilities related to acceptance of a participatory role in the project;
- informing and agreeing upon legal technical and other requirements;
- agreeing on the willingness and affordability to pay for project components, and finally
- planning responsibilities for the operation and maintenance of project components.

In certain project situations where permanent project assistance to beneficiaries is required to familiarize and guide them with certain low-cost self-help building techniques, with water consumption, with cleanliness and improved sanitation, with

maintenance of drainage systems and with a collaborative attitude towards communal solid waste collection systems operating locally, this might represent ideal leverage for DSC. DSC could work through extension systems of project field workers and technicians, possible including the training of community leaders and mass media support. Additionally, training and awareness raising for local government technicians - who are working frequently in the field and are expected to perform an enabling role towards the project target groups - is a project task of high importance for Development Support Communication.

As already pointed out above, certain infrastructure sectors, require DSC, for example in the form of "health education", to promote better household or community hygiene practices. Further interest in DSC is concerned with operation and maintenance, water conservation, stimulation of the discipline to pay for the services obtained, and even to help project agencies or local governments in the collection of fees or in the supervision necessary to prevent fraudulent use of water, sewers, electricity, etc. The evolving concern for environmental protection and improvement as a prime urban management task of the decade of the 1990s (and beyond) will make it necessary to conduct large scale horizontal and vertical information programmes (OECD 1990, pp.57-58).

Various urban projects of settlement development, of infrastructure provision or of institutional development support throughout the world have received funding support from agencies such as the IBRD, UNDP, UNCHS, UNICEF to include DSC components, which proved to be quite vital and essential for these projects. Among these projects, one of the most notable is the UNCHS/Danida Sponsored Training for Community Participation Project in Bolivia, Sri Lanka and Zambia, which has used successfully the approaches of Project Support Communication for training project managers and community leaders and to support local government. Furthermore, for many years DSC activities have been a part of project preparation and implementation in the Indonesian Kampung Improvement Programme (KIP).

In Surabaya (Indonesia), the plan for a recent water supply rehabilitation project contains among its proposed actions (i) a plan for communicating with the public to obtain feed-back on possible environmental impacts and to respond faster to requests for rehabilitation, and (ii) a plan for communicating with other relevant government agencies involved in the execution of the large scale project (Intersys et al 1992, chapter 8, pp 57-58). In the context of the pioneering national "Integrated Urban Infrastructure Development Programme" (IUIDP) in Indonesia, an information/communication support unit operates for the IUIDP local government training programme, and a national information-communication strategy for the country's human settlements programme has been formulated (Ministry of Public

Works et al 1989; see also: Soetojo et all, 1992, further reference in Annex 1). However, a large scale promotion of the so-called "information-communication" component in the national IUIDP programme or within the nationwide Kampung Improvement Programme (KIP) –as proposed in *Figure 4*– is still absent. In the context of the national IUIDP programme, which is one of the main promoters of urban management innovations in Indonesia, there is ample need for DSC as an additional engine in the acceleration of support to the programme from all public, private and community sectors (see: Hoff et al 1992, p.10).

In Metro Manila, an NGO of 20,000 women (the Metro Manila Council of Women Balikatan Movement) has used letter campaigns and other communication means to encourage households to participate in a campaign for dry solid waste recycling (of paper products, plastics, bottles, tins, iron sheets, other metals and other items).

Other urban development project initiatives have built local coalitions or "urban development platforms" which are also supported by networks of non-governmental organizations (NGOs) and NGO Secretariats which act as intermediaries. Examples of newly established communication channels such as the "Urban Poverty Platform" in Bangalore (India), the NGO Center in New Delhi (India) and of the "Network of NGOs in Urban Development" in Jakarta (Indonesia) –just three of the many similar initiatives of NGO associations all over the developing world– show the need for firmly established communication channels and development fora that support the management of urban development and the interactions among the public, private and the community sectors.

Figure 4:

Proposed Development Support Communication for  
Community Participation in Kampung Improvement  
Activities in Indonesia

Activities :	Community Actors :	Steering and Support Functions :	Possible Information and Communication Tools :
1. general information of community and group consultation about KIP	all inhabitants and <i>Lurah LKMD, RT/RW</i> , local community leaders	KIP Unit	large group meetings, posters, slides, films/videos, folk-media ( <i>wayang golek</i> ), etc.
2. the community assists in preparatory surveys	(all) inhabitants, community leaders, <i>RT/RW</i>	KIP Unit, Technical Service Organization	small group meetings, posters, leaflets, slides, films/videos
3. the survey results are analyzed, the specific project needs and targets/priorities are formulated (draft)	(all) inhabitants, community leaders, <i>RT/RW</i>	KIP Unit, Technical Service Organization	large group meetings, plans, drawings, leaflets
4. the planners present draft proposals (with alternative solutions), discussion of plans	(all) inhabitants, community leaders, <i>RT/RW</i>	KIP Unit, Technical Service Organization	large group meetings, plans, drawings, leaflets, videos
5. (unanimous) consensus on option(s)	(all) inhabitants, community leaders, <i>RT/RW</i>	KIP Unit, Technical Service Organization	large group meetings, plans, drawings, leaflets, folk media ( <i>wayang golek</i> ), etc.
6. consensus on implementation procedures : self help/mutual aid, financial and other contributions (i.e. contributions of buildings/land/materials)	(all) inhabitants, community leaders, <i>RT/RW</i>	KIP Unit, Technical Service Organization	large group meetings, plans, drawings, figures, folk media ( <i>wayang golek</i> ), etc.
7. community self help/mutual aid contribution; collaboration with contractors	(all) inhabitants, contractor	KIP Unit, Technical Service Organization	
8. community control/supervision of contractor performance	community leaders, <i>RT/RW</i> , contractor	KIP Unit, Technical Service Organization	leaflets maps, figures
9. regular community meetings on project progress	leaders, <i>RT/RW</i> , (all) inhabitants	KIP Unit, Technical Service Organization	leaflets maps, figures
10. consensus on future operation and maintenance of facilities (by local community plus KIP Unit/ <i>Lurah</i> )	(all) inhabitants, community leaders, <i>RW/RT, Lurah</i> , contractor	KIP Unit, Technical Service Organization, <i>Lurah</i>	folk media ( <i>wayang golek</i> )
11. operation and maintenance, monitoring/reporting of problems, organizational steps	community leaders, <i>RT/RW</i>	KIP Unit, Technical Service Organization, <i>Lurah</i> , Dinas-dinas ( <i>Pekerjaan Umum, Kebersihan, PAM</i> ) etc.	
12. house improvements, environmental care (individual or group activities)	(all) inhabitants	Technical Service Organization	plans, drawing, slides, films/videos

note : *wayang golek* are wooden puppet plays which are very popular in Indonesia, and which have been used in many political, social and cultural campaigns

Source: Steinberg 1989, p.27



## 4.2 The design of development support communication

Development Support Communication (DSC) is normally not an activity on its own, but is usually tied to a project or programme (or to components of one). The nature and objectives of a particular project or programme will determine the need for DSC activities as well as their objectives. Particularly in urban sector projects and programmes, where the project/ programme planning, implementation and operation & maintenance process is rather dependant for its success on a high level of participation and communication between the various parties involved, it appears necessary to consider DSC right from the beginning of the project. There are a growing number of project experiences with DSC components which can illustrate the point that DSC can play a key role in getting a project started well.

**Definition of the objectives of DSC** must be seen as the first crucial step of DSC. The definition must specify the messages (kinds of information, knowledge or motivational slogans) which are "appropriate" for project or programme success. This requires (1) a clear understanding of the actors and the targeted beneficiaries of the project, (2) an analysis of the social acceptability of the project's objectives, (3) a clear picture of the problems and conflicts towards the project, (4) an identification of knowledge and motivation gaps or problematic behavior, (5) a general classification of existing problems and of possible DSC activities (or additional training support activities) and (6) a survey of existing DSC capabilities and available resources (human, material, financial).

DSC should rather not be limited to "top-down" practice only, but promote "bottom-up" and "top-down" communication, while the requirements for "horizontal" communication (among institutions at the same level) should also not be ignored or excluded. DSC can help considerably to execute projects where adequate budgetary means are available. Since quantitative predictions of the impact of DSC remain difficult, it is rather problematic to assess the pay-off of DSC.

**Identification of the DSC target groups** may also be complicated because normally not only the project target groups normally need to be involved but also various government levels (central, provincial and local, for instance), the private commercial sector, local non-governmental organizations and the community at large. In order to achieve the project objectives, it may also be necessary to reach different audiences for different project objectives with different messages, at different project stages and with different DC media or channels.

For instance, it may be necessary for a community water and sanitation project to convince local government executives and field staff of both the approach as well as the procedural implications of community involvement. On the other hand, the community members require information about their expected role and about the technical aspects of the new water system and human waste facilities, which require resource-conscious consumption, careful treatment and maintenance, and regular collection of necessary service fees. As far as the project aims at changes in water consumption or defecation and cleanliness habits, these changes may often be brought about only if certain leading figures of a target community or the dominant opinion leaders in families have been sufficiently motivated and convinced of the project objectives. Hence, the audiences for DSC can be grouped into:

- the decision makers;
- the leaders of public or community opinion (local, political, religious or social leaders), who can support or potentially oppose the targets of a project, and
- those with formal or informal influence on decision makers (neighbors, colleagues, friends, etc.).

**The institutional framework for DSC** may very much depend on the "location" of a project or programme. The implementing agency of a project or programme may already have a DSC unit or at least a public relations ("PR") unit. Perhaps a new unit may need to be set up either for a particular project or programme alone, or for a whole range of similar or related projects. It may also be possible to obtain DSC services from other agencies which do have the relevant capabilities and experiences, thus making new institutional development either unnecessary or only partially necessary. As DSC activities require an additional managerial workload, careful attention should be given to the management of DSC activities by either limiting DSC activities as far as possible or by contracting complicated, highly specialized components of the DSC work, thus avoiding the unnecessary and costly build-up of new institutional capacities.

Further consideration must be given to which elements of DSC can better be centralized or decentralized. The location of a project or a programme and its target groups and actors will provide the necessary parameters for such a decision. For instance, for most aspects of physical planning and implementation in urban sector projects, a decentralized DSC approach will be most appropriate. On the other hand, the dissemination of policy declarations and general slogans with regard to national programmes (for instance, "slum upgradation" or "integrated urban infrastructure development") may very well be centralized.

Some programmes (and projects) may even require a mixture of centralized and decentralized DSC, in accordance with the type of messages, target groups and communication support. For

instance, public mass media like radio and television could assist in general awareness creation, while the real technical details of a project could be communicated through field workers with regard to the local situation. Certain DSC tools for mass media dissemination may be produced centrally, but later tested and distributed locally, with only the most locality or context specific materials being produced in a decentralized fashion. In the latter case, it may, however, still be difficult to set up decentralized DSC units due to constraints of local human resources and a lack of project time, or to a government preferring centralized DSC policies over decentralized practice.

To decide on whether to link up with other DSC agencies rather than create new DSC units is not an easy issue. Generally however, the available possibilities for coordination, the project time constraints and the funds available for institutional development will provide the major parameters for decisions.

The institutional profile of an agency managing or handling DSC will also further determine whether and to what degree DSC activities are implemented as an in-house responsibility or. This issue often arises when an agency has to decide on the production of certain materials for mass media use, or when pre-testing, monitoring and evaluation needs to be done. Project time constraints and the difficulties in attracting suitably qualified in-house personnel for DSC activities may in fact favor a considerable degree of contracting out (instead of too heavy, too ambitious technical DSC capacity building within urban development agencies). The existence (or lack) of experience in DSC within the private sector will also further influence decisions on the need to generate in-house DSC capacities. However, even if the private sector already possesses some general DSC experiences and high skills in media production, it is doubtful whether these types of experiences could immediately be used appropriately for "participatory" urban projects.

**The timing of DSC activities** is yet another important factor for success, and it has several aspects which are listed below:

- **The available time of the audience** is essential in that some target groups of DSC may have --due to regular or seasonal occupational patterns-- sufficient time available to be involved in DSC activities, while others might, on the contrary, not be in a position to be easily contacted or reached. Such issues will be important for the design and timing of DSC activities as they try to address of the target audience with most appropriate forms or media.

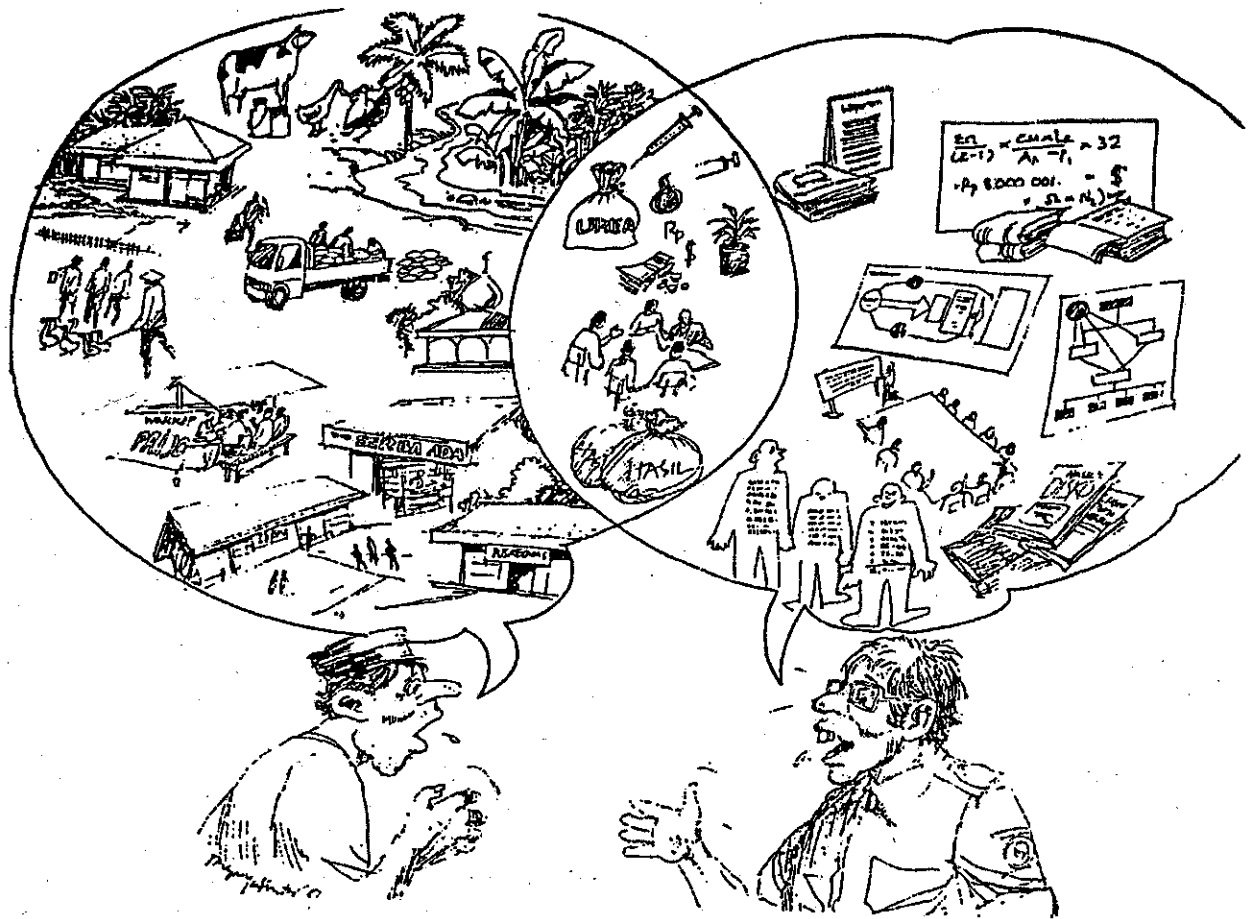
The availability of time also will have a serious impact on the usefulness of inputs of field workers or of local media programmes such those broadcast on the radio. The timing, for instance, of community self-help contributions may be

related to the particular patterns of working versus the free time of a project's target population. Preparatory DSC measures also need to consider the life style of the target group(s). For field workers mobilization, it may be of the highest priority to visit target groups not during normal working hours, but during free time.

- The **availability of media channels**, such as the radio, television or newspapers, may play an important factor in the success of the dissemination of project messages. Many DSC activities will still have to establish the right and appropriate channels of information flow and communication (see section on The Selection of the Appropriate Media below).
- The **time frame of the DSC activities**, their duration or frequency of operation can be very relevant for achieving a certain target. Sometimes DSC may start to operate in a climate unfavorable to the project philosophy and project objectives, and the DSC needs be implemented on a long-term basis through a series of activities in order to overcome opposition or indifference to the project objectives.

Figure 5:

### Differences of "Languages" and Understanding Limit Communication



Source: Steinberg, p.62

### 4.3 The selection of the appropriate media (channels)

The selection of media and communication channels is another important step in the design of a DSC programme. Priority might be given to "people based" or "personal" communication (mostly executed by field workers and NGOs) or to "mass media" approaches (local radio programmes, TV spots, films, newspaper features, etc.). Both these general DSC fields and the communication forms within these two have their advantages and disadvantages according to the different characteristics or capabilities of each medium and its applications to social and cultural reality (Figure 6). Certain channels may be more or less "appropriate" with regard to certain target groups with their own capabilities and comprehension of the development issues at stake. Cost and managerial factors can also influence the selection or rejection of certain media channels.

With regard to the "appropriate" communication for the community, it has been stated that it should be development focused, address people who are in social or professional contact with each other (neighborhood residents, traders, blue or white collar workers, government officials, representatives of cooperatives, NGO field workers, etc.), and should awaken the intellectual, creative and decision-making potential of its target groups. The informative, educational, instructive or entertaining aspects of certain media have often been described, but they do not necessarily determine whether a certain medium can succeed more or less in mobilizing collective or participatory action in a certain context. Rather, it appears that neither traditional nor modern media can be described as more or less supportive or "appropriate" for the promotion of participatory development actions (see: Oepen 1988, p.73). If participation and consensus are two of the major objectives of DSC activities, it may be that face-to-face media are the most relevant ones, more important than new electronic mass media which have the general tendency to be less participatory in nature.

In terms of the practical implications of any DSC activity, it is very relevant to consider the literacy, language, cultural and age levels of the target group. The general wisdom is that mass media shall only be utilized for certain, easily identifiable target groups and for the dissemination of certain clear cut information transfers. If more complex behavioral patterns, beliefs and feelings are addressed, a more long-term approach with intensive person-to-person communication is required. However there are certain forms of radio or TV usage which can make them two-way, participatory communication instrument, so this is so, for example, if listeners are stimulated and encouraged by DSC to produce their own radio or TV features and

presentations. Various experiences suggest that mass media are best and most effectively applied in combination with each other and particularly in combination with person-to-person communication. Among the available mass media, the radio in particular has been considered during the last few decades as the most important, most cost-efficient channel (see: Spain et al 1977; Futagami 1981). The simplicity of a radio system, its independence from roads and electricity, and its suitability to all literacy levels, make the radio one of the most convenient low cost mass media. Its effectiveness can be supported by "radio listening groups" based on social groups such as neighborhood associations, traders, employees, mothers' clubs, etc. Such radio listening groups can increase the number of listeners (particularly if radios are shared) and improve the reception of the messages. However, normally the reason to choose the radio as the medium is dependant upon the size of the target population that can be reached. On the other hand, traditional or folk media turn out to be an additional, often overlooked channel of communication (Valbuena 1991). For instance, in Indonesia the tradition of the *wayang* shadow puppet theaters -- which remains extremely popular among both rural and urban populations-- has been utilized for political campaigns or for the national birth control campaign. The Indonesian Ministry of Information has even conducted research about the relevance and potential of traditional folk media in its campaigns (see: Oepen 1984, p.84). The utilization of folk media does not automatically mean that these media are more "participatory"; rather it depends on the context and manner in which they are used.

Other, more participatory media are people's theater or self-produced photo-stories or videos as an expression of people's own consciousness, which are utilized as instruments for local campaigns. Such examples of media provide insights into the "appropriateness" of communication media and channels for local development. They foster the development of certain (new) values and behavior, promote critical consciousness and provide more hope for a people-based development communication (see: Oepen 1988 b).

With a person-to-person communication approach, the target group or "audience" can take part actively in group discussions, decision making processes, public meetings, committees, social or cultural clubs, in role-playing simulations or even self-surveys. On the other hand, the "traditional" media such as radio, television, films, newspapers, brochures/leaflets and posters can also be very successful if they promote dialogues, include the views of the target groups (through interviews, group discussions) or if they support traditional media.

Another feature in the choice of media for DSC is the need to pre-test the quality and appropriateness of the messages and of the media channels with regard to the target groups. During the

later implementation of a full fledged DSC programme there also needs to be monitoring and evaluation of its progress.

While appropriateness of personal communication channels versus mass media has been discussed for some time, the conclusion still seems to be that both have their advantages and disadvantages depending on the project context and its objectives. Choices of media, or their particular mixture, also reflects to some degree the particular media skills and familiarity of the designers of any DSC programme.

#### 4.4 Specific functions of development support communications

DSC functions - as already indicated above - which can be listed are indeed many, and equally, there are many urban management activities which can be supported by DSC. In the following an attempt has been made to make an inventory of such functions, project types (components) and activities *Figure 7*<sup>1</sup>. It should be noted that these DSC functions do not necessarily all appear at one time. It is in addition, assumed that DSC activities are either "horizontal", "bottom-up" or "top-down" with regard to their nature.

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<sup>1</sup> For a similar inventory refer to Perrett 1982, pp. 13-17.



## Examples of Development Support Communication Functions for Urban Management<sup>2</sup>

Figure 6A: Changes Among Project/Programme Target Groups

<b>Functions Supported</b>	<b>Activities</b>
<b><u>Participation in Planning</u></b>	Setting up or strengthening of information channels and communication procedures; stimulate participation of project target groups to make their needs or wants known to government decision makers. Conduct of Real Demand Surveys.
<b><u>Access to Useful Information</u></b>	Publication of availability and location of goods and services, or provision of useful information on quality of infrastructural services, on land use patterns, housing market conditions, neighbourhood environment and hygiene, legal rights, income opportunities, etc.
<b><u>Education</u></b>	Supplementary or complementary to existing educational systems through providing, e.g., mass media channels for teaching adults, youths or children.
<b><u>Acceptance</u></b>	Promoting acceptance of new ideas and products and generally speeding up the rate of acceptance.
<b><u>Cost Recovery</u></b>	Conduct of public relations and real demand for needed tariff increases; or mobilization of contributions of labour, materials, cash.
<b><u>Use</u></b>	Promoting proper use of available goods and services.
<b><u>Materialization of Benefits</u></b>	Facilitating change in attitudes and behaviour which stand in the way of people benefitting from the services provided to them.
<b><u>Distribution of Benefits</u></b>	Change of the imbalance of benefits where certain groups are at a disadvantage because of their inadequate knowledge or understanding.
<b><u>Participation in Operation and Maintenance</u></b>	Motivating of people to assume responsibility for operation and maintenance, and training in the necessary skills.

Adapted by author from Perrett 1982, pp. 13-17

## Examples of Development Support Communication Functions for Urban Management<sup>3</sup>

Figure 6B: Changes in Local Agencies

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<b>Functions Supported</b>	<b>Activities</b>
<u>Training</u>	Support to training activities with instructional materials, or provision of non-institutionalized, non-formal training.
<u>Project and Program Management</u>	Building in or strengthening two-way information flows (vertical and horizontal) between various levels of the organization in order to strengthen management processes and to create more efficient administrative procedures.
<u>Routine Functions</u>	Supporting with publicity campaigns the management of operation & maintenance, issuance of regulations and permits, internal-external information - communications.
<u>Special Programme/Project Management</u>	Establishment of regular communication channels about programme/project objectives. Creation of private sector and community support through dynamic, responsive, pro-active, client-orientated, action-orientated attitudes and practices of the agency. Involvement of beneficiaries and collaborators (public, private, community sectors) in the stages of formulation, detailed planning, implementation and operation/maintenance.
<u>Staff Development</u>	Provision of technical information (newsletters, information centers, etc.) to upgrade staff knowledge and improve performance, to change attitudes of staff.
<u>Staff Productivity</u>	Motivation of field staff (e.g., through creation of a team spirit among scattered staff) and maintaining of a high level of task orientation.

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Adapted by author from Perrett 1982, pp. 13-17

## Examples of Development Support Communication Functions for Urban Management<sup>4</sup>

Figure 6C: Dealing with Negative Behaviour and Attitudes

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Functions Supported	Activities
<u>Lowering Opposition</u>	Persuading key groups, at all levels (public, private, community sectors), who might oppose a project or programme to cooperate in implementation and operation.
<u>Decreasing Conflict</u>	Setting up channels and processes for discussion or learning to lower conflict between such groups as labor and management, where it may threaten project/programme goals.
<u>Creating Support from Local Agencies</u>	Pro-active communication to explain better the benefits and problems of intended projects/programmes. Communication support to local agencies facilitates their relationship with project/programme target groups, and other parties (private and community sectors, or other public sector agencies).
<u>Stemming System Losses</u>	Educating and motivating for change where billing and collection weaknesses threaten achievement of financial objectives.
<u>Reducing Waste</u>	Educating and motivating to decrease wastage of scarce resources (clean water, energy, building materials, etc.).
<u>Reducing Physical Abuse</u>	Educating and motivating offenders to decrease destruction of technology or abuse of natural resources (e.g., unsafe human waste systems, improper garbage disposal).
<u>Removing Obstacles to Expropriation</u>	Motivating people to allow right-of-way for roads, etc., or persuading people to allow use of land for project purposes.

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Adapted by author from Perrett 1982, pp. 13-17

## Examples of Development Support Communication Functions for Urban Management<sup>5</sup>

Figure 6D: Prevent Negative Impact

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Functions Supported	Activities
<u>Involuntary Resettlement</u>	Easing the process through explaining and preparing for the move.
<u>Occupational Change</u>	Reeducating people whose normal means of livelihood are removed by the project or programme (e.g., scavengers, traders, market women, artisans, etc.).
<u>Prevention of Health and Life Risks</u>	Teaching people how to avoid vehicular threats due to new highways, or environmental health risks due to air/water/noise pollution etc.

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Adapted by author from Perrett 1982, pp. 13-17

# 5

## Outlook

Development Support Communication (DSC) is still a very new and largely unknown tool within the context of urban projects and urban management, but its role will grow with its increasing recognition by governments or international funding agencies. Since innovative development programmes in the urban sector require certain motivational components and information for the urban actors, development communication – within the context of growing urban problems-- will have an increasingly important role to play. Project promotion or "marketing" will become more important for progressive urban management, and such communication support activities will be more difficult for urban development projects than they are, for instance, in the case of the marketing of commercial products. If considerable changes in tradition and culture-biased attitudes and behavior are to be achieved, development communication in the urban management field is required. However, a note of caution needs to be added in that while DSC can be a very helpful tool for urban management, it does not qualify as "the" single problem solving panacea for those situations where technical solutions, conventional incentives or disincentives fail.

It is proposed that DSC play the following roles at project and institutional levels:

- Any large scale urban development programme should provide a firm place for development support communication (DSC) right from the programme formulation stage, and the DSC component should accompany any (integrated) urban development programme throughout all its stages.
- Urban management-related agencies should make much wider use of DSC in their routine functions such as operation & maintenance (O&M), establishment of regulations, provision of permits and internal-external information-communication processes.

Development Support Communication (DSC) requires good design, a supportive institutional framework and dynamic management in order to achieve a certain communication strategy, and there is a large variety of possible media channels which can be utilized for different project stages. Though development communication may only represent a small part within the urban management process, it represents an activity that should become routine for good urban management. As far as urban projects are concerned it should also be noted that development communication activities should be scheduled to

begin as early as possible in the start-up phase of urban projects. The realization of human development aspects which may be planned as an obligatory component of urban development projects can best be achieved through development communication which supports development for and with the people.

In general, it can be concluded that DSC's aim is the creation of a proper "human environment" or "climate" for collaborative preparation and implementation and for the operation and maintenance (O&M) of certain programmes or projects. Certainly, the underlying proposition is that "people" shall play a considerable role in urban development management, and that rapidly existing traditional urban practices or behavior will need to change on a massive scale in order to mobilize the necessary resources for urban development and management.

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## **ANNEX 1:**

Relationship between Indonesia's Human Settlements  
Policy Objectives, Constraints and Development Support  
Communication (DSC) Activities -Target Group of DSC activities

- Figure A Communities (affected by Urban Development Programmes)
- Figure B Central Government
- Figure C Provincial and Local Governments
- Figure D Private Sector, Local non-governmental Organizations (NGOs) and International Target Groups.

Figure A: Relationship between Indonesia's Human Settlements Policy Objectives, Constraints and Development Support Communication (DSC) - Activities Target Group of DSC activities:

Communities (affected by Urban Development Programmes)

Target Groups of Human Settlements Policy	General Policy Objectives for Human Settlements Development	Constraints	DSC Objectives	Messages	DSC Activities
communities affected by urban development programmes	<p>create improved living conditions (cut down infant mortality rates, prevent diseases, improve environmental sanitation, improve economic standards), enlarge welfare of the urban population through mobilizing additional community resources to facilitate a sustained and affordable urban development process</p>	<p>lack of knowledge of the specific conditions of urban environments resulting in non-cooperation</p> <p>underdeveloped relationship between communities and local governments</p> <p>high urban growth rates</p> <p>rural people are culturally not prepared to live in modern cities</p>	<p>create a nationwide awareness about the consequences of living in crowded urban areas</p> <p>establish a participatory attitude for joint development programmes of communities and local governments</p>	<p>the 'urban attitude' message changes the present behaviour into a new behaviour of shared responsibility for the quality of the living environment by using social, cultural and technical examples; this leads to required new attitudes for the management of the living environment</p> <p>messages about various subjects including infrastructural matters (water provision, human waste, waste management, operation and maintenance etc) health matters, socio/cultural matters, local government roles and expectations from the community</p>	<p>set up a central action team for management of central and regional information and communication (IC) activities</p> <p>set up a national coordination group of representatives of IC campaigns underway to establish joint ventures</p> <p>production of video programme explaining the government's human settlements programme and projects</p> <p>organize regional pilot projects which consist of :</p> <ul style="list-style-type: none"> <li>- reconnaissance surveys</li> <li>- "in service" training programmes</li> <li>- campaign activities</li> <li>- regional mass media activities</li> <li>- monitoring and evaluation</li> </ul> <p>poster campaigns for urban areas, community facilities, bill boards, health centres, etc.</p> <p>mass media support</p> <ol style="list-style-type: none"> <li>a. through television: presentation of successful community activities</li> <li>b. through generation of free publicity in the "printed press"; issuing of regular press releases on human settlements development and the organization of regular press briefings</li> </ol> <p>develop and implement special curricula to be included in school programmes for primary education</p> <p>organize through local government direct interaction and communication with communities which are affected by urban development programmes; utilize the following media and communication tools :</p> <ul style="list-style-type: none"> <li>- community meetings,</li> <li>- posters,</li> <li>- leaflets,</li> <li>- audio visual, films, videos,</li> <li>- folk media (theater, wayang golek puppet plays),</li> <li>- technical drawing/maps.</li> </ul>

Figure B: Relationship between Indonesia's Human Settlements Policy Objectives, Constraints and Development Support Communication (DSC) - Activities Target Group of DSC Activities:

Central Government

Target Groups of Human Settlements Policy	General Policy Objectives for Human Settlements Development	Constraints	DSC Objectives	Messages	DSC Activities
governmental target groups within <i>Cipta Karya</i> (CK) and other Ministry of Public Works staff (internal communication)	improve the effectiveness of institutional capacity of <i>Cipta Karya</i>	information gap between decision making levels and executing staff, leading to decreased motivation of technical lower levels  a non-cooperative attitude	internal communication to :  enlarge the level of information  generate co-operative attitude, joint efforts of the employees of <i>Cipta Karya</i> are essential to implement the policy successfully  explanation on the policies themselves	poster campaign about the changing role of central government  development of an inhouse newsletter distributed to all professional CK staff  formal/informal meetings for all professional staff	Internal <i>Cipta Karya</i> , Ministry of Public Works, newsletters (' <i>Arah</i> ' and others)  poster campaigns  production of national video journals
central governmental target groups related to urban development, mainly : BAPPENAS, Ministry of Home Affairs, Ministry of Finance, Ministry of Population and Environment, Ministry of People's Housing, Ministry of Technology, TKPP	consolidate the integrated and co-operative approach amongst the central key institutions	no regular flow of information  conflicts of interest between various institutions and government bodies  too low communication profile of TKPP in its function as a consensus generating body	contribute to the generation of consensus of key institutes involved :  enlarge the level of information about the human settlements programme  enlarge motivation of participating ministries' staff	human settlements development as engine for economic growth  successful human settlements programme depends on joint efforts of all central institutions involved	continue production of a TKPP newsletter  production of motivational video journals  central public relation gatherings  development of a communication function in TKPP

Figure C:

Relationship between Indonesia's Human Settlements Policy Objectives, Constraints and Development Support Communication (DSC) - Activities Target Group of DSC Activities:

Provincial and Local Governments (Tingkat I and II)

Target Groups of Human Settlements Policy	General Policy Objectives for Human Settlements Development	Constraints,	DSC Objectives	Messages	DSC Activities
provincial and local governments	<p>improve human settlements development on local levels through:</p> <ul style="list-style-type: none"> <li>decentralization of responsibilities to local government for integrated urban infrastructure development</li> <li>local responsibilities for additional resources and operation and maintenance</li> <li>stimulate local governments to establish public-private cooperation to facilitate a sustainable and affordable development process</li> </ul>	<p>lack of information</p> <p>lack of understanding</p> <p>too low level of communication activities by local governments towards the private sector and the communities</p>	<p>inform local government about human settlements policy</p> <p>generate positive attitude and cooperation for IUIDP</p> <p>gain co-operation of communities and the private sector</p>	<p>human settlements developments as an engine for economic growth</p> <p>IUIDP approach</p> <p>the need for public private participation</p> <p>the need for community participation</p> <p>functional and technical information</p>	<p>interpersonal communication sessions supporting the distribution of the annual policy guidelines and an exchange among representatives of local governments</p> <p>circulation of a TKPP newsletter and 'Arah' ('Direction') to decision makers</p> <p>regular dissemination of a motivational video journal to decision makers of local and provincial governments</p> <p>facilitate a regular stream of technical documents</p> <p>generate media coverage in regional press (printed media, radio and television)</p> <p>facilitate the institution building process at Tingkat I and II levels to handle information/communication activities</p>

Figure D:

Relationship between Indonesia's Human Settlements Policy Objectives, Constraints and Development Support Communication (DSC) - Activities Target Group of DSC Activities:

Private Sector, Local non-governmental Organizations (NGOs) and International Target Groups.

Target Groups of Human Settlements Policy	General Policy Objectives for Human Settlements Development	Constraints	DSC Objectives	Messages	DSC Activities
private sector and NGOs	improve public-private partnership to enlarge the development of human settlements which are sustainable and affordable	limited involvement because of low level of information about the role and possibilities of the private sector	create a positive attitude to facilitate discussions and to assess future cooperation possibilities	human settlements as an engine for sustainable economic growth; IJDP approach; successful cases of public private partnership	organize central workshops with representatives of central, provincial and local governments and association of private sector groups  circulate newsletters and other publications of relevance
international target groups	maintain level of funding assistance for the human settlements development programme	lack of information, distance to field experiences	maintain level of information on progress and constraints in human settlements development  explain need for assistance to the programme	regular information on project and programme progress	produce english annual progress reports, professional guidance for incoming missions, develop set of regularly adapted English information materials, produce annual reports on development of the national human settlements programme

based on : Directorate Bina Program 1989, pp. 19-20 with modifications by the editors.

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