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**Integrating mass media in small  
enterprise development**

**Current knowledge and good  
practices**

Written by Gavin Anderson

Edited by Karl-Oskar Olming and Nicolas MacFarquhar

Job Creation  
and Enterprise  
Development  
Department

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## Preface

The primary goal of the ILO is to achieve full and productive employment and decent work for all, including women and young people, a goal which has now been widely adopted by the international community. Working towards this goal is the fundamental aim of the ILO.

In order to support member States and the social partners to reach the goal, the ILO pursues a Decent Work Agenda which comprises four interrelated areas: Respect for fundamental worker's rights and international labour standards, employment promotion, social protection and social dialogue. Explanations of this integrated approach and related challenges are contained in a number of key documents: in those explaining and elaborating the concept of decent work,<sup>1</sup> in the Employment Policy Convention, 1964 (No. 122),<sup>2</sup> and in the Global Employment Agenda.

The Global Employment Agenda was developed by the ILO through tripartite consensus of its Governing Body's Economic and Social Policy Committee. Since its adoption in 2003 it has been further articulated and made more operational and today it constitutes the basic framework through which the ILO pursues the objective of placing employment at the centre of economic and social policies.<sup>3</sup>

The Employment Sector is fully engaged in the implementation of the Global Employment Agenda, and is doing so through a large range of technical support and capacity building activities, advisory services and policy research. As part of its research and publications programme, the Employment Sector promotes knowledge-generation around key policy issues and topics conforming to the core elements of the Global Employment Agenda. The Sector's publications consist of books, monographs, working papers, employment reports and policy briefs.<sup>4</sup>

The *Employment Working Papers* series is designed to disseminate the main findings of research initiatives undertaken by the various departments and programmes of the Sector. The working papers are intended to encourage exchange of ideas and to stimulate debate. The views expressed are those of the author(s) and do not necessarily represent those of the ILO.

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Executive Director  
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<sup>1</sup> See the successive Reports of the Director-General to the International Labour Conference: *Decent work* (1999); *Reducing the decent work deficit: A global challenge* (2001); *Working out of poverty* (2003).

<sup>2</sup> In 1964, ILO Members adopted Convention No. 122 on employment policy which states that "With a view to stimulating economic growth and development, raising levels of living, meeting manpower requirements and overcoming unemployment and underemployment, each Member shall declare and pursue, as a major goal, an active policy designed to promote full, productive and freely chosen employment". To date, 97 member States have ratified this Convention.

<sup>3</sup> See <http://www.ilo.org/gea>. And in particular: *Implementing the Global Employment Agenda: Employment strategies in support of decent work*, "Vision" document, ILO, 2006.

<sup>4</sup> See <http://www.ilo.org/employment>.



## Foreword

The debate on the effectiveness of small enterprise development has largely centered on the core issues of outreach and impact. How can development organizations support developing countries to effectively enable large numbers of small enterprises to grow and create more jobs?

The ILO's Small Enterprise Programme (EMP/SEED) has tackled these issues through a combination of interventions at both the policy and enterprise level, based on ILO Recommendation 189 on job creation in small and medium-sized enterprises and on the International Labour Conference 2007 Conclusions on the Promotion of Sustainable Enterprises. A recurring finding in our interventions is that mass media offer an efficient, innovative and sustainable means to reach larger audiences and provide populations in developing countries with tools to assume ownership of their own economic development. Indeed, the large outreach of mass media is just one of the multiple aspects that make them relevant to small enterprise development. Mass media based strategies provide solutions to tackle the lack of information on markets and regulations as well as the low entrepreneurial culture that sometimes deprives entire regions of a large number of employment opportunities. They also enable small scale entrepreneurs to better collaborate whether it is to build business linkages among themselves or to discuss the constraints they face and voice their opinions more effectively to policy makers at national and local level.

This paper provides an overview of the ILO's approach and experience of small enterprise development through the use of mass media. After describing the mass media industry and how it can support small enterprise development, the paper presents various locally rooted projects and interventions undertaken by the ILO in order to depict the wide variety of possibilities mass media offer to respond to specific challenges. Based on these experiences, the paper summarizes the ILO's current knowledge on the use of mass media in small enterprise development through the presentation of a number of key issues and guidelines that should inspire and guide future projects.

I would like to thank the author and former ILO official, Gavin Anderson, who wrote the original paper. I would also like to thank Karl-Oskar Olming who led the work of adding examples, revising concepts and methodologies based on recent experiences and who edited the paper in collaboration with Nicolas MacFarquhar.

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## Executive summary

Information plays a critical role in all aspects of business, commerce and industry. To support the development of an information-rich business environment as well as an inclusive and effective public-private dialogue, mass media offer great opportunities. Traditionally mass media have been viewed as public information dissemination channels, but the new view should be of channels for a diverse and dynamic two-way flow of information enabling economic actors to take better business decisions and influence the reform of the business environment they operate in.

Factors such as literacy, affordability, accessibility and language, lead to a divide between information-rich urban and information-poor rural populations. Traditional media and particularly broadcast media cut across these literacy barriers and are easily accessible to poorer groups and therefore offer the greatest potential to reach the poor and marginalized. However, effective SME development interventions through the mass media require an understanding of the functioning of the mass media industry, the players and their inter-relationships and the implications of the various media ownership forms.

Enterprise development interventions that utilize the mass media can be seen to be impacting on three different areas of the operating environment of small businesses. First, mass media can bring about behavioural change in the business operation by influencing public and individual attitudes and behaviour through interventions applying for instance social marketing techniques. Second, they can provide enhanced services and information about MSE input and output markets by providing information on the services and products available to small businesses and acting as a feedback mechanism to service and input providers. They can also play an important role in opening up new markets and improving existing markets for the services and products that small businesses sell. Third, mass media can act as an agent to improve the policy and regulatory environments for small businesses. Interventions in this area generally aim to enhance the role of the mass media in representing the views and opinions of small entrepreneurs by providing a channel for information to MSEs on existing and new legislation and policy as well as providing a public platform through which MSEs and their representative organizations can comment, discuss and voice opinions on policy and legislative issues.

The ILO experiences show that different approaches can be used to work with mass media in developing the overall business environment. These approaches range from short-term interventions such as purchasing media space and airtime with a specific objective to long-term interventions of building the capacity of mass media to play a role as agents of change.

The ILO experiences also highlight several key issues to consider for working with mass media in enterprise development. In order to ensure better potential for sustainable outcomes, mass media support should be focused on local target groups, sponsors and programming issues to address the right concerns and ensure stronger involvement of the local community. It is also crucial to clearly differentiate between interventions designed to achieve immediate impact and those aiming at sustainable systemic change as the latter require focusing not only on sustainability of individual programmes and publications, but on developing a market of competing business focused media. With greater liberalization and commercialization of media, development projects need to understand and increasingly work within media markets. However, while it is crucial to tap into the potential offered by emerging media industries, donor financed interventions should ensure they do not reinforce poor mass media practice and negatively distort these industries. Projects that work with the mass media in non-liberalized countries need to adapt to the constraints of state controlled media environments. Finally, successful mass media interventions have the potential to be replicated and scaled up as long as they adopt a flexible approach that adapts to the differing commercial, economic, cultural and institutional environments.



## Introduction

Information is the key to an efficient market operation and thus plays a critical role in all aspects of business, commerce and industry. An effective and rich information environment enables owners and managers to make informed decisions about purchasing, business restructuring and investment; provides businesses with channels through which they can reach existing and potential customers and thus build and develop markets; and supports an inclusive public private dialogue by amplifying the voice of businesses, consumers and their representatives, allowing the development of relevant business environment reform strategies.

In an environment where information is such an important factor of economic and public efficiency, enterprise development programmes have recognized its crucial role in business start up, survival and growth, and have developed various approaches to developing information services for business. The emergence of new information and communication technology (ICT), such as the Internet and GSM (Global System for Mobile Communication) , and their role in stimulating private sector growth and globalizing markets, has resulted in increased interest in business information services in enterprise development.

Despite the growth of ICT, the great majority of the world's population has never used a computer and doesn't have access to Internet or GSM technologies. While new ICT offers increasingly interesting opportunities for development, it remains the preserve of a primarily educated, urban and wealthy elite. This is a major limitation of new ICT for those involved in small enterprise development and who are focused on the emergence, survival and growth of the smallest and most vulnerable businesses which are providing livelihoods and a safety net to the poorest households. Work on enhancing the information environment for micro and small enterprises (MSEs) must therefore focus more broadly than Internet or GSM technologies and build on the information channels that reach the majority in developing countries.

This paper focuses on how to integrate more traditional mass media such as television, radio and print, into micro and small enterprise development projects. The paper explores the potential role of such mass media in MSE development programmes and provides guidelines for effectively integrating mass media into enterprise development projects.

Developing the mass media industry is an innovative approach to facilitate the improvement of the business environment and is part of a shift in the way poverty reduction programmes are implemented by development practitioners. Indeed, some economists have pointed out that direct – and sometimes untargeted – financial aid from developed countries is destroying developing economies by eliminating entrepreneurship, thus alienating populations from their own way out of poverty.<sup>5</sup> By integrating mass media into their activities, small enterprise development projects can build the capacity of people in developing countries to design their own solutions to the problems they are facing.

Therefore, mass media which have traditionally been viewed as public information dissemination channels should now be considered as channels for a diverse and dynamic two-way flow of information enabling informal economy operators to influence the reform of the business environment that will ultimately affect them.

<sup>5</sup> Easterly, William, *The White Man's Burden*, 2006, Penguin Group or Shikwati, James; *The Future of Africa in The World*, 2006, Inter Region Economic Network.

Over the last 10 years, the International Labour Organization (ILO) and especially its Small Enterprise Programme (SEED) have been at the forefront of developing and testing various approaches of working with the mass media in small enterprise development and have recognized the potential that mass media offer for increased reach and impact of development initiatives. This paper aims to document the ILO's experience – which spans various pilot and proven approaches to integrating media into development projects – and provide a resource for future initiatives.

The paper is divided into five sections. The first section analyses key characteristics and trends in the mass media industry. The second section analyses the roles of mass media in enterprise development, explaining the types of projects and main approaches adopted in utilizing mass media in small enterprise development projects. The third section details ILO's key experiences in mass media and small enterprise development. The fourth section details key issues and recommendations for media interventions based on the analysis and practical experiences of research, project design and implementation. The final section provides guidelines for future mass media interventions.

The roles of mass media are not explored from an academic perspective but from practical experience of working with mass media for private sector development in developing countries. The guidelines and frameworks laid out in this paper are therefore intended for project designers and implementers and not as theoretical models.

## **1. Understanding the mass media industry**

Mass media are public communication means with the defining characteristic that they have an ability to reach very large audiences. The term mass media therefore encompasses newspapers, magazines, television, radio, and cinema, all of which have the technical capacity to reach millions of people. Mass media also include new information and communication technologies (ICT) such as the Internet and telephone messaging which offer many advantages (e.g. global outreach, easy and instant interactivity, multimedia features etc.) and are perceived as the driving force of the ‘digital information revolution’.

This paper focuses on what can be termed as ‘traditional’ mass media as distinct from the evolving ICT of the Internet and telecommunications. The focus is therefore on television, radio, newspapers and magazines. Although it is not considered as a mass media, theatre will also be mentioned as it was used in an innovative intervention and can, through replication, reach large audiences. While cinema does fall into the category of ‘traditional mass media’ this is not an area in which ILO has developed expertise and is therefore not within the scope of this paper.

Recent technological developments, such as the Internet and satellite technologies have created a dynamic, changing global media industry, but despite this there remains a significant and critical divide between developed and developing countries. While this divide has been analysed and discussed in relation to Internet access, it goes deeper and relates also to lack of access to the more traditional mass media of radio, TV and print.

### **1.1 Mass media reach**

An information rich environment is something that many in developed countries take for granted. Access to a diverse range of media information sources is in fact often perceived as a problem in western countries with media clutter and the resulting over-saturation of information. The contrast with the developing world cannot be greater, with large segments of the world’s population with limited and, in some cases, no access to mainstream information sources.

While there is an ‘information divide’ between the developed and developing worlds, there is also substantial divides between the wealthy and the poor and those living in urban and rural areas in developing countries. The wealthy elite and urban dwellers have substantially greater access to information sources, both media based and through other channels such as informed social networks. Poorer groups and those in rural areas have limited access to media due to a number of factors such as low literacy rates, lack of money to purchase media, lack of access and language barriers (see Table 1.1). These factors that limit media access are the very factors that define poverty. The poorest and most marginalized in society are the most excluded from access to media due to low education, low income, remote or informal locations, lack of empowerment and choice, and minority ethnic status.

Access to information channels is a fundamental building block of development and lack of access to the mainstream information sources such as mass media is therefore a significant constraint to development in poorer communities.

**Table 1.1: Factors that limit media access**

Factor	Effect
Literacy	Excludes illiterate and semi-literate from accessing print media.
Affordability	Excludes the cash-poor from accessing pay media (e.g. pay TV, publications) and media requiring receiving equipment (e.g. TV sets, cable installations, radio receivers). The perceived value placed on media is a key determinant of purchasing priorities and poor quality and lack of diversity in media pushes media purchasing down consumers' priority lists. <sup>6</sup>
Accessibility	Excludes marginalized groups from accessing media. Exclusion may be based on geographic location. For example, rural communities, shanty dwellers, etc. who are excluded from media distribution networks or broadcasts or in locations without electricity supply. Exclusion may also be based on cultural and gender issues, where, for example, women are denied or provided with limited access to certain media by male heads of households.
Language	Particularly excludes those who speak and/or read minority languages e.g. refugees and ethnic minorities.

Bangladesh provides a clear example of exclusion to media as illustrated in Table 1.2. Almost half (45.9 per cent) of the poorest people in Bangladesh have no access to media. These people do not listen to radio, watch television, read newspapers or magazines or visit a cinema and are therefore, what is termed, 'media dark'. Over one third (36 per cent) of all adults in rural Bangladesh do not have access to media, and with 77 per cent of the population living in rural areas, this means that over 25 million people are media dark<sup>7</sup> and therefore outside mainstream information channels.

**Table 1.2: Media access in Bangladesh**

Monthly disposable household income	Any media	Radio	TV	Newspapers	Internet
Up to US\$ 45	54.1%	18.6%	45.6%	6.9%	0%
US\$ 45 to 106	77.8%	24.9%	70.3%	26.8%	0.6%
US\$ 106 to 227	93.8%	25.8%	89.6%	56.2%	4.4%
Over US\$ 227	97.4 %	22.1%	94.5%	69.6%	8.7%

Source: AC Nielsen, Bangladesh Media and Demographic Survey, 2005.

Bangladesh also provides an insight into the gender media divide with over one third (36.3 per cent) of all women without media access whereas the equivalent figure for men is 20.6 per cent. Women have less access to media across much of the developing world. This limited access and exclusion is a result of lack of time to access media due to the workloads faced by women who often juggle household and income earning responsibilities, women's lower literacy rates (e.g. 31.4 per cent literacy compared to 50.3

<sup>6</sup> For example, liberalization of radio broadcasting in many African countries and the resulting diversification of choice and perceived improvement in relevance and quality in radio broadcasting have substantially raised radio sets in consumer purchasing priorities even among the poorest groups.

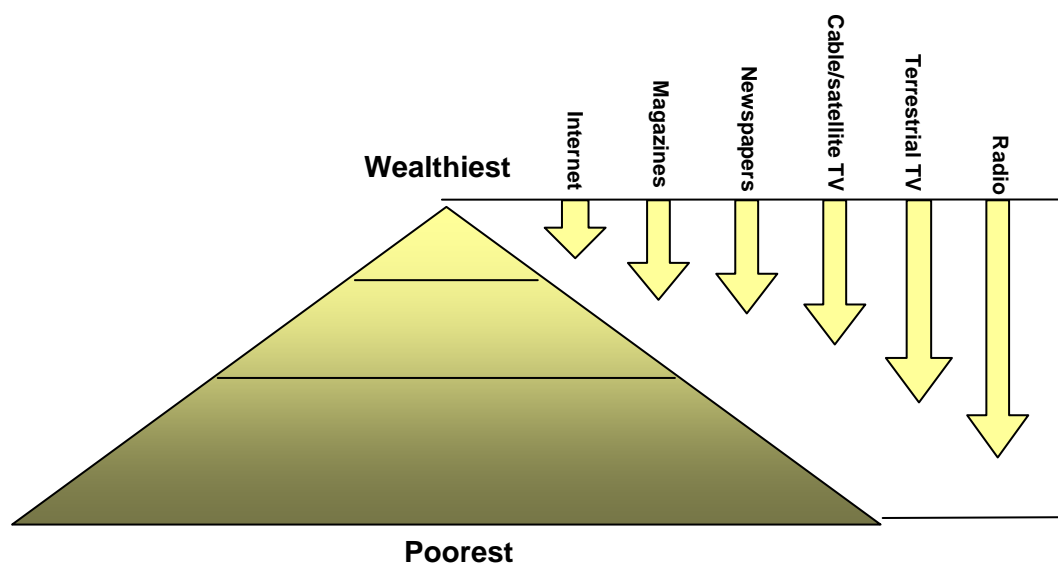
<sup>7</sup> Population Reference Bureau, 2005.

per cent for men in Bangladesh<sup>8</sup>), and traditional gender roles that result in men having control over women's access and choice of media.

The reach of mainstream media in Bangladesh can be contrasted with Uganda, a country rated close to Bangladesh on the UNDP human development Index, with a comparable GDP per capita (\$1,457 for Uganda and \$1,770 for Bangladesh) a more rural population (88 per cent compared to 77 per cent in Bangladesh) but higher literacy rates (69 per cent compared to 41 per cent in Bangladesh). In Uganda less than 5 per cent of people are media dark.<sup>9</sup> The key difference between the two countries is that Uganda has a vibrant and diversified radio industry with over 100 radio stations, whereas Bangladesh has state monopolies in both radio and terrestrial television broadcasting. The liberalization and resulting diversification of radio broadcasting in Uganda has led to radio receivers becoming a higher priority purchase for consumers and rising radio ownership. Since liberalization of radio broadcasting in Uganda in 1993 radio ownership is estimated to have risen from around 60 per cent to almost 90 per cent.<sup>10</sup>

The Bangladesh and Ugandan scenarios highlight the importance of broadcast media that cut across literacy barriers and are easily accessible to poorer groups. While media access varies across and within various countries, a general picture can be drawn of which media have greatest penetration among the poor in developing countries. This is illustrated with respect to the economic pyramid<sup>11</sup> in Figure 1.1.

Figure 1.1: Trends in the reach of mass media to poorest households



There are a number of initiatives to strengthen reach of Internet into poorer communities, but the reality is that internet usage remains extremely low in most

<sup>8</sup> UNESCO, Institute of Statistics estimate, July 2002.

<sup>9</sup> Steadman Media Research, Uganda 2004 and ILO Uganda research undertaken by the SEMA project.

<sup>10</sup> Steadman media Research in 2004/5 and Uganda Bureau of Statistics.

<sup>11</sup> The economic pyramid is a representation of the social-economic demographic structure in developing countries where there are many more poor people at the bottom of the economic pyramid.

developing countries. 5.2 per cent of people in South Asia and 10.6 per cent of people in East Asia and the Pacific are Internet users compared to 52.4 per cent in high income OECD countries.<sup>12</sup> Cellular use has grown substantially in many developing countries, and with it the potential of GSM media, but for every 1,000 people there are only 130 cellular subscribers in sub-Saharan Africa and 81 in South Asia, while there are 828 in high-income OECD countries.<sup>13</sup> It is therefore the more traditional media and particularly broadcast media that offer the greatest potential to reach the poor and marginalized. It is for this reason that broadcast media are of particular importance to development in general and to micro and small enterprise development in particular.

## **1.2 Mass media ownership**

The global trend is towards media liberalization and state controlled media monopolies being replaced by more diverse media ownership. Print has tended to be the first medium to have been liberalized in many developing countries while broadcast media have been more intensively controlled. Despite this, numerous countries across Africa and Asia have liberalized their broadcast industries. For example, broadcast media in Africa have been revolutionized by a wave of liberalization in the early to mid nineties. The first private radio station was launched in Mali in 1991, Uganda and Zambia in 1993, Senegal and Tanzania in 1994, Ghana in 1995 and Kenya in 1996.<sup>14</sup> Similar, but slower broadcast liberalization is taking place in South Asia with private radio and TV broadcasters emerging in Sri Lanka and radio broadcasters in India in the nineties.

The following provides an overview of the main ownership categories for mass media:

### *Public media or state media*

The general theory of public media is that they serve the public rather than commercial or partisan agendas. The model for an independent public medium is one that is controlled by representatives of civil society and influence over content by the ruling political party is minimized. The BBC is often quoted as an example of this model. Despite this ideal, there are few models of a completely independent public media in developing countries and public media are more often state media that are strongly influenced, if not directly controlled, by the ruling party through a Ministry of Information. Such media tend to be supply-driven, offering formats that are perceived as either being ‘good for the audience’ or beneficial to those controlling or influencing the media. Despite this, public media in many countries are being transformed by commercial competition and are adopting more dynamic programming approaches and interactive formats.

Public or state media were traditionally publicly funded either directly from general government revenues or a radio and/or television license fee. This resulted in poorly resourced and financed state media organizations in many poorer countries and in recent years many state media companies have been given the mandate to seek commercial advertising revenues. For example, Indian state television began accepting advertising revenues in 1972 and while in 1976-1977 commercial advertising accounted for only 1 per cent of revenue, by 1990 commercial revenues accounted for 70 per cent of its annual

<sup>12</sup> UNDP: Human Development Report 2007/2008, New York, 2007.

<sup>13</sup> Idem.

<sup>14</sup> Private radio stations do not include religious or international broadcasters (e.g. BBC, VOA).



expenditure. This reliance on commercial revenue explains why public media often directly compete with, and emulate popular commercial formats.

### *Community media*

Community media is a somewhat amorphous term as illustrated by the following extract from the report on the 6<sup>th</sup> world conference of community broadcasters:

*Community radio, rural radio, cooperative radio, participatory radio, free radio, alternative, popular, educational radio. If the radio stations, networks and production groups that make up the World Association of Community Radio Broadcasters refer to themselves by a variety of names, then their practices and profiles are even more varied. Some are musical, some militant and some mix music and militancy. They are located in isolated rural villages and in the heart of the largest cities in the world. Their signals may reach only a kilometre, cover a whole country or be carried via shortwave to other parts of the world. Some stations are owned by not-for-profit groups or by cooperatives whose members are the listeners themselves. Others are owned by students, universities, municipalities, churches or trade unions. There are stations financed by donations from listeners, by international development agencies, by advertising and by governments.<sup>15</sup>*

The term community media refers to media which are perceived to be people-oriented at a local level and have social rather than profit objectives. The local nature of community media differentiates them from public media, while their lack of commercial orientation differentiates them from commercial media. There is a wide variety of community media from the extremely effective and representative to those which are community more in name than in operation. For example, some sections of the community media movement have struggled to operate sustainably and have become donor-oriented; others are reliant on commercial revenues and drift towards becoming more like small commercial media houses. Sustainability is a key issue for community media, particularly in countries where cultural factors and economic and social obligations undermine the availability of voluntary staff on which many models of sustainable community media rely. Despite this, community media does operate well in some countries and has integrated itself into local communities.

### *Commercial media*

The objective of commercial media is clear. They are founded and run with the primary objective of making a profit for owners and shareholders. Liberalization of media has resulted in the growth of commercial newspapers, magazines and broadcasting. Commercial media are often perceived as primarily serving the interests of commercial advertisers and sponsors who include the large corporate companies as well as development organizations and governments in many developing countries. While this is certainly the case, good practice in the business of media is to prioritize the interests of audiences since it is the audience that media are selling to advertisers. Functioning commercial media therefore offers content and programming that aims to attract the largest audiences and this makes it audience-led. Theoretically, commercial media should not be concerned whether content achieves any social or political objective, but in reality media owners and managers often exert significant influence over the content and editorial bias of the media they own or manage.

<sup>15</sup> “Waves for Freedom” Report on the Sixth World Conference of Community Radio Broadcasters. Dakar, Senegal, 23-29 January 1995.

## Religious media

Another phenomenon is media owned by religious groups and faith based organizations. While some are evangelical in nature, aiming to convert audiences to their beliefs, others are set up for developmental purposes. Such media are often externally funded and relatively supply oriented. The religious beliefs of the founders influence content and mitigate the coverage of some issues, e.g. reproductive health on Catholic owned media.

Table 1.3: Key strengths and weaknesses of different media ownership models

Type of media	Key strengths	Key weaknesses
Public/State	Potentially public and developmentally oriented Can cater for minority interests/languages etc.	Supply driven content Often politically biased resulting in lack of credibility among audiences Often poorly funded and resourced
Community	Local focus People oriented and focused Potential interactivity with community	Sustainability Potentially donor driven
Commercial	Sustainability/profitability Potentially audience-driven Reach and popularity	Advertiser influence Owner influence Less likely to focus on minority interest issues
Religious	Potential development and social focus	Religious background that is exclusive rather than inclusive Religious bias

Public, community and even religious owned media are often reliant on commercial revenues in developing countries where government and public funds are scarce or short-term in nature. Even in countries where there are state media monopolies (e.g. Viet Nam and China), broadcasters and publishers take into account commercial considerations of audience and potential revenue from programming. The separation between different types of ownership is therefore often blurred.

With the trend of liberalization of media and this increased commercialization in media, it is important that development practitioners adapt and consider how to support media markets to work better in development and for the poor. This is the critical challenge for utilizing media effectively in development and to date is a challenge that has not effectively been addressed by development practitioners.

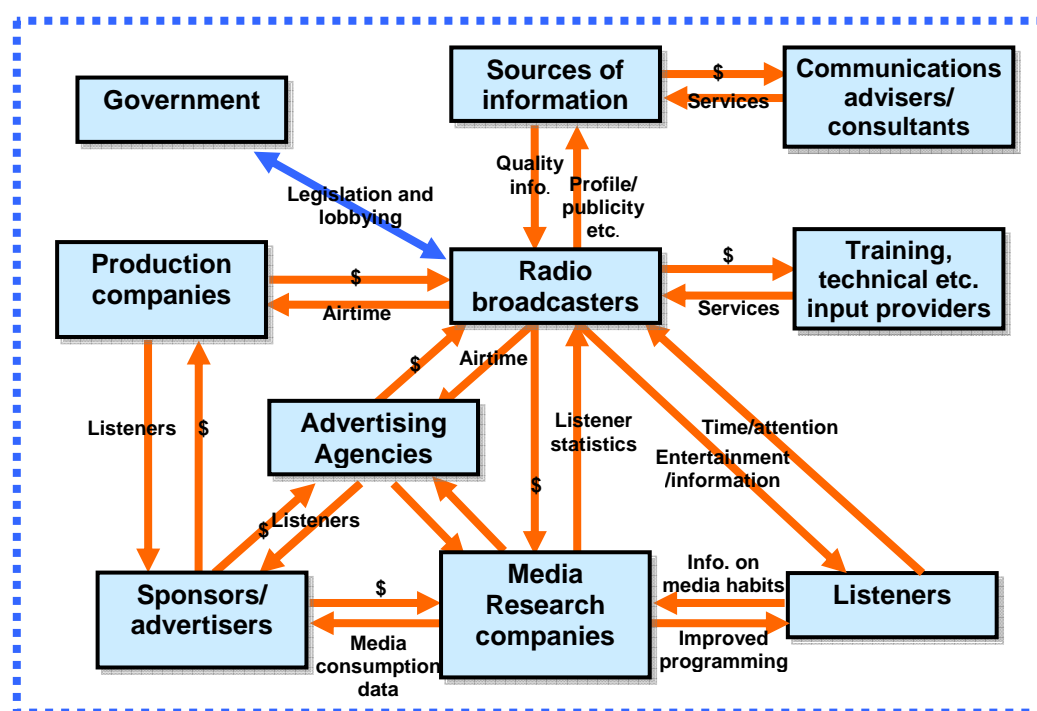
### 1.3 Can mass media markets work for the poor?

In order to design and implement small enterprise development strategies that will efficiently use the ability of mass media to reach large audiences and especially poor audiences, it is essential to understand the functioning of the mass media industry as well as the habits and needs of mass media ‘consumers’.

Understanding the mass media industry in which an intervention will be carried out implies being aware of the different players and their interrelationships as well as the commercial system in which mass media operate. Commercial mass media rely on their audience, profile and size, to attract advertising revenues. Mass media monitoring companies are necessary to provide listener profiles, which the communication consultants and advertisers use to develop a marketing strategy. Advertising agencies are involved in the creative side of the advertising production and are often the decision makers on advertising expenditure, operating as the intermediaries between advertisers and media houses. For the media content itself the mass media rely on qualified journalists and good journalism training institutions as well as production technology. In many cases programmes are bought from production companies who are specialized in producing a certain type of programmes. The Government plays a role both as a regulator but also as a sender and receiver of information from the public. Lobbying groups also have dual roles as both advertisers and actors to influence the message coming through the mass media. A clear understanding of these interrelationships will help to better articulate small enterprise development strategies and reach poor segments of populations more effectively.

Because the global media landscape is so diverse, this paper will not attempt to provide an overview of all the actors involved in the mass media industry. However, the simplified system map for commercial radio broadcasting in Uganda illustrated by Figure 1.2 provides an example of the interactions between key players in this particular media system.

Figure 1.2: Simplified system map for a commercial radio market in Uganda



Besides this systemic analysis, intervention designers also need to focus on audiences and understand how these key players of the industry ‘consume’ mass media. As noted above, this varies greatly by social economic status, gender, location as well as by age and by country. Any analysis of mass media consumption requires demographic segmentation to understand different patterns of media access and usage among different target groups.

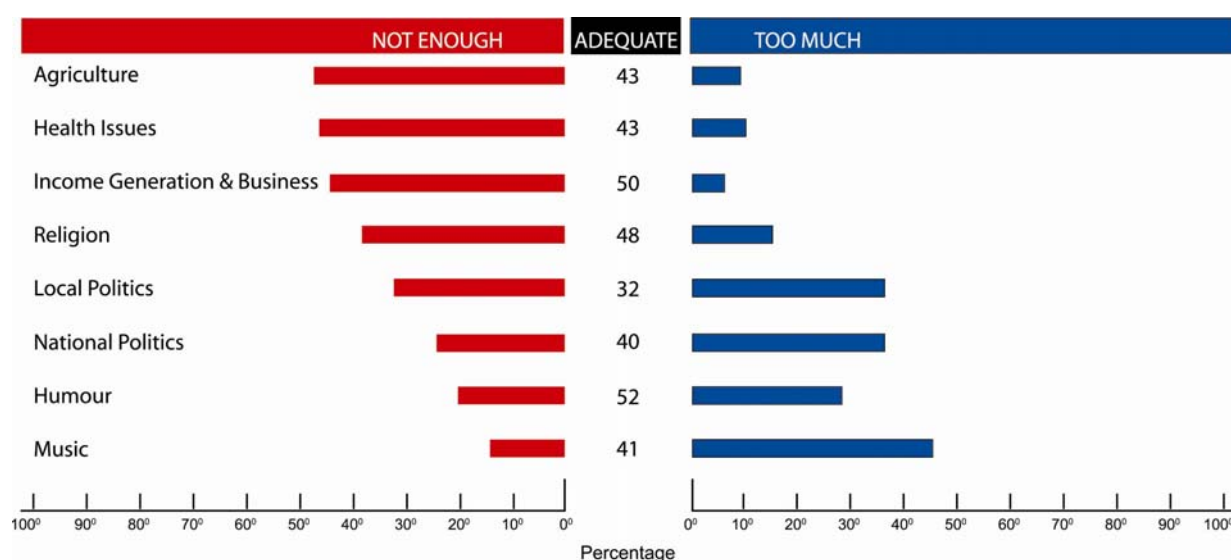
It is important not to view mass media consumption in simplistic terms of what audiences consume most of or prefer above all else. Almost all mass media consumers access or want a variety from media – for example music, drama, news, education, religion

or sport. While some may have a strong interest in sport and consume more sport-focused media, they are unlikely to be satisfied by a mass media industry that only provides sport and no other forms of news, entertainment and information.

Consumers who have access to varied media channels consume mass media differently from the media poor. The media rich will utilize specific channels for specific information purposes – for example radio as primarily a music media in a car, television for drama and films, and trade magazines for business information. Media in such a market become more specialized with specifically targeted magazines and newspapers and ‘format broadcasting’ where whole channels are devoted to a specific media programme, e.g. sports and news channels. Those who are media poor, rely on a limited range of media to provide a wide variety of information, entertainment and news. Media that target media poor audiences are therefore often forced to offer a wider variety of content and information to cater effectively for the demands of their audience. For example, radio stations aimed at the urban elite in Uganda deliberately limit news to short bulletins, whereas stations that target mass audiences provide elongated news programmes thus catering for their audience that is less likely to have access to newspapers.

This demand for content variety is illustrated in a survey undertaken by the ILO SEMA (Small Enterprise Media in Africa) project on perceptions among poorer Ugandan audiences of balance in radio programming (see Figure 1.3).<sup>16</sup>

Figure 1.3: Perception of the balance of programming on radio in Uganda



While surveys of media consumption had illustrated that music and humour was strongly valued and listened to by radio audiences, this survey highlighted that audiences feel that there is not enough informative programming on radio in Uganda. These findings do not indicate that listeners do not want music or humour, but that the balance between entertainment and informative programming on Ugandan radio is imbalanced for an audience that is extremely reliant on radio as their primary, if not only, source of information. This demand for informative content suggests that appropriately designed programmes would be very well received amongst poor populations.

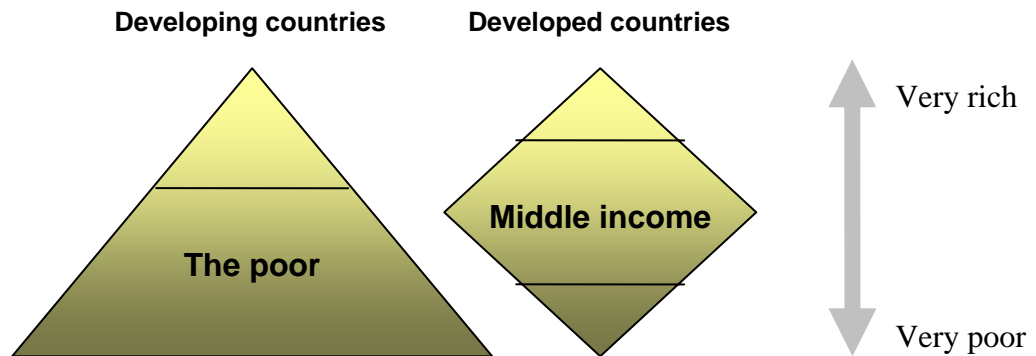
<sup>16</sup> FIT SEMA radio Impact Survey June-July, 2004.

To some degree, mass media markets do work for the poor, providing access to mainstream information channels for many poor people. However, they can be made to work more effectively for poorer audience groups.

Mass media industries are increasingly operating in market conditions where revenues are important to survival and growth. Consequently, media markets favour wealthy urban elites who are easy to reach and are perceived as the most if not the only viable audience segment and the primary consumer of the products and services of media advertisers. This dominant logic is the key constraint to media working more effectively for the poor.

Evolving thinking of ‘bottom of the pyramid economics’<sup>17</sup> questions this logic for commercial operations in developing countries where the poorest are the most numerous in society (see Figure 1.4). Commercial mass media and advertising models are often based on those from developed countries where the poor are a small minority. The poor in developing countries are a significant and important part of the market and the dominant logic of targeting the wealthy minority needs to be challenged.

Figure 1.4: The economic pyramid that characterizes populations in developing countries compared to the economic diamond that characterizes populations in developed countries



<sup>17</sup> The Fortune at the Bottom of the Pyramid, C. K. Prahalad, Wharton School Publishing, 2005.

## 2. Mass media in business and enterprise development

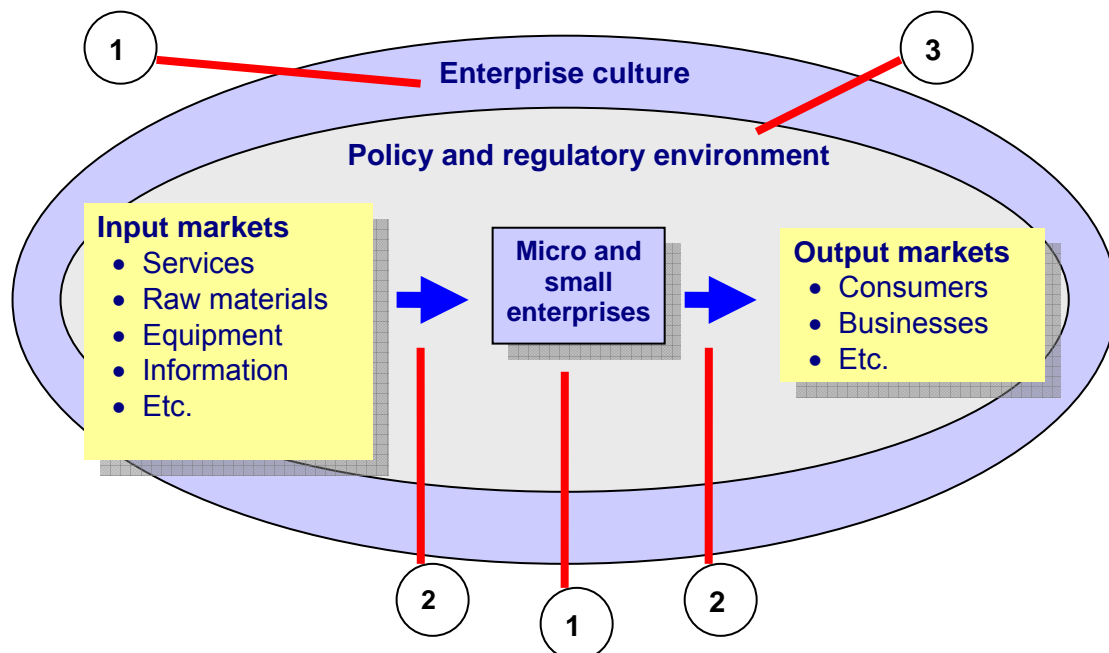
Mass media should not be perceived as merely information dissemination channels where information is being provided to a receptive but passive audience. In addition to providing the audience with information, effective media are interactive by providing platforms for debate, discussion and exchange of the audience's views and opinions. These interactions can be carried out through discussion and interactive shows or in the form of stories and articles that are multiple sourced (views and opinions from a variety of interviewees).

The mass media therefore potentially provide a platform for information flow to and from target audiences and other stakeholders in government, the private sector business, consumers and civil society. Mass media provide a public platform to air views and opinions and therefore amplify the voice of those they interact with. The media are therefore potentially important information bridges to, from and between MSEs in developing countries. This two way flow of information is critical to the effective functioning of the markets in which small businesses operate.

### 2.1 The roles of mass media in small enterprise development

Small enterprise development interventions that utilize the media can be seen to be impacting on three different areas of the operating environment of small businesses.

Figure 2.1: The roles of mass media in small enterprise development



1. Attitudinal and behavioural change in business and society
2. Services and information about MSE input and output markets
3. Policy and regulatory environments for small businesses

### *2.1.1 Attitudinal and behavioural change in business and society*

The mass media are recognized agents of change and can influence public and individual behaviour and attitudes. Within the enterprise environment this can relate to the manager's and workers' perception of the benefits of good workplace ethics and practices in terms of job quality, workplace relations and cleaner production.

On a broader level attitudes in society can also be influenced by mass media. Such attitudes can be specific target groups' perception about entrepreneurship as a career option, attitudes towards private enterprises or business trust and ethics in general. The approach builds on using the media as one of a number of potential channels to bring about change. Examples of this approach are social marketing campaigns for job quality undertaken by the ILO in Ghana and India or a TV soap opera to promote entrepreneurship among migrants in China.

### *2.1.2 Services and information about MSE input and output markets*

The mass media can play an important role in improving the provision of the essential inputs to small business. The link to these input providers is referred to as backward linkages and the mass media can play an important role in widening and improving the backward linkages of small businesses. They can be channels through which small enterprises are provided with information on the services and products available to them as well as general business and market information and news. Many development interventions utilize the media as a channel for the dissemination of specific information. In some circumstances mass media can be the channels through which services are delivered. For example DFID in Zimbabwe<sup>18</sup> and ILO SIYB in Viet Nam have delivered business training through radio as a method of reaching larger groups or those who are difficult to reach through conventional classroom training.

The mass media can also be channels through which small businesses make their interests, demands and preferences known to input providers. Media potentially provide platforms through which small businesses can discuss and air their views on services, equipment and materials. Such consumer platforms both raise awareness of services among small businesses and act as a feedback mechanism to service and input providers. For example, media coverage of micro-finance in Uganda highlighted the misunderstandings among small businesspeople on the use of micro-credit and therefore the need for financial institutions to improve their consumer information and relations. Such feedback from MSEs is provided through interactive media (i.e. phone-in or discussion programmes or audience letters) or journalistic and investigative reporting that involves interacting with small businesspeople.

On small businesses' output side, mass media can play an important role in creating new opportunities for MSEs by opening up new markets and improving existing markets for the services and products that small businesses sell. This can be done by providing channels through which information on existing and new markets can be delivered, and media space through which enterprises can promote and advertise their products and services. Mass media can also provide platforms where potential and existing consumers and customers can provide feedback on their experiences and expectations to MSEs. The key constraint on small business advertising is more likely to be their underdeveloped

<sup>18</sup> DFID worked with Radio for Development, a UK media development organization, to run a series of business training broadcast on Zimbabwe Broadcasting Corporation (ZBC) radio.

culture of advertising which can be addressed by interventions in business marketing. In contrast, enhancing the mass media's ability to provide effective information on new and existing markets as well as platforms for consumer feedback requires interventions focused on the mass media themselves. The role of the mass media in opening up new markets is particularly highlighted in the way in which the Internet has provided improved access to national and international markets.

### **2.1.3 *Policy and regulatory environments for small businesses***

The role of the mass media in policy formulation is widely recognized although sometimes controversial. At their best, the mass media represent public opinion providing improved information on policy and legislative issues and processes and an enhanced voice for civil society to influence policy. At their worst, the mass media drive public opinion and therefore play a direct role in driving policy and legislative processes. Interventions in this area generally aim to enhance the role of the mass media in representing the views and opinions of small entrepreneurs by providing a channel for information to MSEs on existing and new legislation and policy (sometimes in collaboration with business membership organizations such as Chambers of Commerce) as well as providing a public platform through which MSEs and their representative organizations can comment, discuss and voice opinions on policy and legislative issues. Interventions in this area will often need to aim at establishing a small business focus in the existing mass media or support the growth of new mass media focused on MSEs as an audience. Experience, for example from Uganda and Ghana, suggests that mass media that have a specific MSE focus will provide the most effective voice for small business in policy and legislative processes.

As can be seen from the above, the media are relevant in all the disciplines of small enterprise development; business development services (BDS), financial services and legislative and policy environments.

## **2.2 Approaches to working with mass media**

Projects have adopted a number of approaches to working with the mass media. These can be categorized in four main approaches:

1. Purchasing space and airtime in existing media
2. Enhancing media relations
3. Supporting the set-up of new mass media and media programmes
4. Capacity building existing media

### **2.2.1 *Purchasing space and airtime in existing media***

The most common interventions are those which involve purchasing media space and airtime. Advertising space can be purchased from media companies to promote services, provide information or undertake social marketing type campaigns to change perceptions among businesspeople, employees or public opinion in general. Media space for programmes or articles are also often purchased by development initiatives to ensure that specific content is covered or a focus maintained by the media. Development organizations sometimes do not purchase media directly, but work in partnership with other stakeholders



such as service providers, government or business associations who purchase media space. Interventions based on purchase of space tap into the commercial characteristics of media and utilize money to ensure that the media cover the issues, focus on specific issues or deliver specific messages.

### **2.2.2 *Enhancing media relations***

Some interventions focus on getting messages and issues into existing news, programming and publications by utilizing techniques to develop media linkages common in public relations approaches. These approaches are used by organizations and projects that have specific agendas and messages that they are interested in providing to businesses through the media. Such approaches involve developing networks and relationships with journalists and editors, organizing press conferences, disseminating press releases and investing time to be responsive to requests for information from the media. Some larger projects recruit media professionals on a full-time basis to undertake media relations and some prepare articles and programming that can be used by the media. These techniques are common among NGOs, projects and organizations that operate in countries with a sophisticated media where the price of purchasing media space is prohibitive.

### **2.2.3 *Supporting the set-up of new mass media and media programmes***

Some projects invest in supporting the set-up of new publications, broadcasters (commonly radio stations) and programmes in environments where either there is little existing media or where the existing media and programmes are deemed to be not conducive to reaching specific business groups or for covering certain issues within business. For example, projects have invested in setting up radio stations for farmers and fishing communities and in setting up trade journals and business oriented newspapers and directories. Setting up such media or programmes may be an objective in itself or it may be undertaken as a way of proving a business model and stimulating uptake and replication within the media market.

### **2.2.4 *Capacity building existing media***

Some development interventions aim to build the capacity of media to cover business issues more effectively. For example, training journalists in business reporting or supporting the seminars for journalists to discuss and explore business issues. A limited number of interventions aim to improve the way the media system operates and strengthen relationships between key players in the system and therefore reduce constraints to the media covering small business issues more effectively. Capacity building initiatives are likely to use finance to subsidise activities but do not involve direct purchasing of media space. The focus of capacity building is on longer-term change within the media as service providers for small businesses or as key institutions in the operating environment of small business.

These various approaches are not mutually exclusive and many projects utilize one or more approach to achieve specific aims. Each of these approaches has advantages and disadvantages (see Table 2.1). The next section explores practical experiences with media in ILO's enterprise development projects to draw out lessons for future activities.

**Table 2.1: Advantages and disadvantages of various approaches of working in media in small enterprise development interventions**

Approach	Advantages	Disadvantages
Purchasing space and airtime in existing media	Fast and relatively easy Control of message	Low sustainability Cost of space and airtime
Enhancing media relations	Relatively low cost with no media space or airtime costs	Time consuming for staff Lack of control of message
Supporting the set-up of new media	Provides opportunities where no or limited media exists	Cost of establishing media Risk of failure Risk of distorting markets
Capacity building existing media	Strategic and long term with good potential sustainability Strengthens media's role as an agent of change	Takes time to achieve impact Human resource intensive No control of message

### 3. The ILO's experience with mass media in enterprise development

One of the reasons to use mass media in enterprise development is the potential scale and reach that can be achieved as compared to other approaches. The ILO has been active in developing and testing innovative approaches that utilize and promote mass media in enterprise development. ILO's work with mass media has achieved considerable scale (see Table 2.2) reaching millions of the smallest entrepreneurs in some of the poorest countries of the world.

Table 2.2: Outreach of key ILO interventions

Activity	Estimated reach of intervention
Radio programmes for small enterprise in Uganda	7 million regular MSE listeners nationwide
SIYB on television in China	1.0-1.1 million watchers on average during the broadcasting period
Radio programmes for small enterprise in Ghana	600,000 MSE listeners in the broadcasting area of 7 radio stations
SIYB training on the air in Viet Nam	2,639 MSEs undertook the course in 214 study groups
Social marketing in Ghana	292,300 MSEs seen and able to recall specific issues in the campaign
VCDs in Cambodia	38,000 MSEs had seen at least one VCD

Table 2.3 provides an overview of the major activities that ILO has undertaken with mass media in small enterprise development. These activities have adopted all the key approaches of purchasing media space, capacity building, enhancing media relations and supporting the set-up of new media and media programmes.

The ILO has been among the organizations that have been at the forefront of emerging good-practice in small enterprise development and has formulated principles for its work in business development processes and policy environments. Key themes underlying these principles are relevant to an analysis of work undertaken in the media. ILO's work in BDS aims to:

- focus on contributing to market development and positive systemic change
- contribute in bringing informal economy units into the mainstream economy through enhancements in productivity and income generating potentials

ILO subscribes to a market development approach to its work in business services and this approach should be adopted in the work in media based services for business. The ILO also prioritizes the informal economy and where possible interventions in media should aim to reach the informal economy enterprises that are often the majority in developing countries.

Table 2.3: Overview of ILO activities in mass media

Interventions	Countries	Intervention area	Approaches adopted
Radio programmes for small business	Activities: Uganda, Ghana, Zambia, Ethiopia Preliminary research: Lao PDR, Sri Lanka	Services and information about MSE input and output markets Policy and regulatory environments for small businesses	Supporting the set-up of new media Capacity building existing media Enhancing media relations
SIYB On-Air: Training for small business on radio	Activities: Viet Nam	Services and information about MSE input and output markets	Purchasing space and airtime in existing media. Capacity building existing media
TV programmes for small business	Activities: Cambodia Preliminary research: Viet Nam	Attitudinal and behavioural change in business and society Services and information about MSE input and output markets	Capacity building existing media Purchasing space and airtime in existing media (via a production company)
TV – soap opera for migrant workers	Activities: China	Attitudinal and behavioural change in business and society	Capacity building existing media
VCDs of informative comedy for small business	Activities: Cambodia	Attitudinal and behavioural change in business and society	Supporting the set-up of new media
Social marketing to change attitudes of small businesspeople or attitudes towards entrepreneurship and business in society	Activities: Ghana, India, Viet Nam, Sri Lanka	Attitudinal and behavioural change in business and society	Purchasing space and airtime in existing media. Enhancing media relations
Business newspapers and supplements for small enterprise	Activities: Zimbabwe, Zambia, Uganda	Services and information about MSE input and output markets	Supporting the set-up of new media Capacity building existing media
BDS Zambia: Local business directories	Activities: Zambia.	Services and information about MSE input and output markets	Supporting the set-up of new media

### 3.1 Research on the media market for small enterprises

Most ILO interventions with media in small enterprise have undertaken assessments and research into both the supply and demand sides of media targeted at MSEs. Analysis and research on the supply side focuses on understanding existing local media industries, the reach of these industries and their focus in terms of audience and content. On the demand side, interest among MSEs for business media is assessed and explored, i.e. preferred type of content, preferred media channels and length and time for broadcast programming. ILO has undertaken such studies in Africa (Ghana, Uganda, Zambia, Zimbabwe) and Asia (Cambodia, Lao PDR, Sri Lanka, Viet Nam).

#### 3.1.1 *Research into the supply of MSE media*

As described in this paper's first section, understanding the media industry in which an intervention is planned is an essential first step in the design of media interventions. Designing interventions based on an understanding of service markets is a principle of good practice when intervening in a market. More details about the importance of understanding service markets are included in the ILO BDS Strategy<sup>19</sup> and the guiding principles of the Committee of Donor Agencies for Small Enterprise Development.<sup>20</sup>

ILO projects are working in countries with extremely different media industries varying from those which have strong state control and monopoly such as Lao PDR, Viet Nam and China to those that have a more liberalized media such as Sri Lanka, Uganda, Ghana and Zambia. While some governments control all areas of mass media, it is the broadcast media (TV and radio) that are usually most heavily controlled. The more liberalized the media industry the more diverse and therefore complex the industry is.

Television has been seen to be a stronger media in most of Asia with the majority of households owning a TV set, whereas radio is the dominant media in Africa. TV reach is limited in Africa by affordability and low levels of electrification in rural areas. The size and scale of the print media depends on the level of liberalization, literacy and reading culture and therefore varies country by country and location to location.

All the studies undertaken by the ILO identified little existing media that specifically focused on MSEs. Business media that did exist were focused primarily at the large and corporate business sector. For example, a small businessperson stated that an existing business TV programme in Viet Nam *'focuses too much on big-state owned companies and is not relevant to SMEs'*. Similar comments about the lack of relevance of business programmes to small businesspeople were picked up in Sri Lanka, Uganda and Ghana. In some countries, Uganda and Ghana for example, programmes with a focus on small business did exist but were being run as a direct result of donor funding and were not sustainable. While little media exists that focuses on MSE audiences, the surveys mostly indicated that there is interest among existing media companies to develop such media.

<sup>19</sup> Business Development Services: Strategy Note, ILO, 2005.

<sup>20</sup> Business Development Services for Small Enterprises: Guiding Principles for Donor Intervention ("The Blue Book"), 2001 Edition.

### 3.1.2 Research into the demand for MSE media

Understanding demand and interest among potential small business audiences is also an important step in the design of a media intervention but it is useful to recognize the weaknesses of trying to gauge interest in a planned product or service that consumers do not know could potentially exist. An experienced radio producer who had developed a reputation for innovating extremely popular programmes was once asked what he attributed his success to, he replied

*'I did not give listeners what they wanted; I gave them what they did not know they wanted'.*

As explained earlier in the paper, media industries in many developing countries are emerging and evolving rapidly. Media consumers in these countries are often relatively unsophisticated in their understandings of the possibilities of media and have been used to media that are one way flows of information, informative at best and authoritarian at worse. Most media consumers have not experienced quality business media that is relevant to them. Many perceive media as primarily sources primarily of entertainment not of useful information. As the ILO research in Viet Nam noted: *'the idea of getting business information from TV is still very new among businesspeople who typically think of TV as a means of entertainment and government propaganda'.*

Interactive, informative and high quality media that are focused on the interests and demands of small businesspeople is therefore something that few businesspeople will have encountered and therefore find difficult to explore in-depth without expert facilitation and guidance. ILO's experience shows that practical testing of media products is therefore essential to fully understand the interest of media consumers.

Despite this constraint of articulating specific needs, all the surveys highlighted substantial demand from small businesspeople for media that focused on the small business sector. Lack of information is perceived as a major constraint for most businesses and the concept that this could be provided through mass media channels was well received across the countries.

Small businesses in almost all the analysed countries preferred information provided by broadcast media. In Lao PDR 89 per cent preferred TV, 65 per cent radio, 41 per cent newspaper, 9 per cent magazines. In Uganda the large majority preferred business information by radio due to the fact that radio is the only broadcast media accessible to most of the population. It also appears that those who have access to TV would prefer business programming on TV since it provides information both visually and aurally.

The demand for print media is dependent on literacy, reading culture and access to newspaper distribution channels. Reading culture appears to have been relatively low in many of the countries ILO has worked in and the smaller and more informal the businesspeople, the less the demand and interest for business media in print form has been. Audiences perceive the advantage of print materials as being its permanence and print works best for business directories.

### Box 3.1: Newspapers for business in Africa

ILO activities in Zimbabwe, Uganda and more recently Zambia have involved developing newspapers focused on small business:

- In Uganda ILO worked with the largest circulating private daily newspaper to develop a weekly small business supplement. This supplement eventually merged with the business page of the newspaper and began to focus on the formal small to medium businesses due to perceived low readership among smaller businesses.
- In Zambia, ILO begun working with the Post Newspaper and supported the launch of a weekly business post supplement. The publisher decided to focus the content of the publication on the formal larger businesses and corporate sector and cover small business from the angle of how the two sectors are linked. In Zimbabwe, ILO supported the launch of the 'Business Connect' advertising newspaper as a means for small businesses to both advertise and receive information on products and services. Advertisers were, as would be expected, mostly the formal and larger end of the small business community.

While all these activities have reached or had relevance to small enterprises, experience suggests that print media gravitate towards larger and formal business. African newspaper publishers believe that their potential primary business audience is larger businesses and research into media consumption appears to support this view.

One problem encountered in Lao PDR was the preference audiences had for foreign television and radio channels. Lao TV and radio were perceived as poor quality and boring due to the fact that they are strongly controlled by the state, lack competition and are therefore not demand led. Interventions in media are therefore faced with a key systemic constraint to developing local business programming.

Demand from businesspeople in terms of type of content of media is surprisingly similar across countries and continents. Similar interests were noted from Uganda to Viet Nam and included:

- learning from business models, success stories as well as failures
- information on new technologies, techniques and product designs
- market information, both domestic and international such as demand, types of commodities, business clients
- information on sources of materials
- information on government policies concerning business such as customs regulations, taxes and tariffs

The benefit of hearing the views, ideas and experience of those in business was also reflected across the countries, but in some countries, particularly African countries, there was a reservation about information from academics and 'theoretical experts'. Business owners want more practical information and less theory and preferred hearing from other entrepreneurs than those who were perceived as inexperienced in the practicalities of business.

The greatest difference in demand between continents was in media providing a voice. Demand in African countries, where broadcast media is relatively liberalized, (e.g. Uganda and Ghana) was for the media to provide platforms for debate and voicing the views and opinions of small businesspeople. The sentiment was summed up by a Ugandan small businessperson who was interviewed for a preliminary demand assessment of potential listeners to a business programme:

*'Don't give us a programme that talks at us, give us a programme that allows us to talk'*

The demand for interactive media appeared not so high in South Asian and South-East Asian countries. This difference is likely to be rooted in culture with vigorous verbal debate, discussion and open argument being a common part of culture in many parts of Africa. It is also a result of a legacy of 'educational' programming on state controlled media in Africa that was perceived as authoritarian, boring and sometimes patronizing. With increasing liberalization of broadcast media in Africa, many of the new private stations have strongly differentiated themselves from state media by embracing interactive, live programming that was dynamic and sometimes controversial in nature.

In countries where the media continues to be state controlled, e.g. Viet Nam, Lao PDR and Zimbabwe, interactive media, particularly dealing with politically sensitive topics is not common and therefore not demanded. It was noted in an appraisal of ILO supported business TV programmes in Cambodia that *'the producers of the programme were nervous about triggering adverse responses from the authorities, when covering issues and topics which might be considered controversial'*. This ultimately led to the programme focusing on one way flow of information rather than interactive debate and discussion.

The demand for educational and informative media is common in all the countries in which ILO has operated but in some countries drama, soap operas and films dominate TV media and informative programming has to either work around this entertainment media or be carried on other media. In Cambodia, it was perceived that audiences wanted more infotainment rather than informative, serious programming and ILO in Cambodia moved from running current affairs programmes to comedy with informative messages.

The demand for informative radio appears particularly strong in Uganda and the educational benefits of radio were summed up by participants of a focus group discussion in rural Uganda in 2004:

"Radio programmes have acted as schools without fees"

"Radios educate all, and all can participate, not just the educated or those in towns"

"Even the illiterate can receive knowledge and are assisted"

"Everyone is equal on radio and the peasant farmers are not left out"

Frequency of business media and the timing and length of broadcast media is an important consideration. Most media supported by ILO has tended to be published or aired on a weekly basis. Some programmes have been run twice a week or repeated. Demand surveys and feedback from audiences suggest that either weekly or twice-weekly business programmes or publications are adequate. Greater frequency may impact on quality of the media and quality was a greater concern in most surveys than frequency. Too low a frequency may impact on building up an audience following and the media's ability to report current affairs and events in a timely fashion. The exception to this may be trade journals which appear to work well on a monthly basis.

Broadcast programmes have tended to be from half an hour to one hour. Half an hour programmes are common on radio and TV, but audiences in Uganda and Ghana wanted programmes of at least one hour. The balance between depth and breadth within programmes (depth being the length of time devoted to each issue and breadth being the number of issues covered) is specific to the media culture of a country. On hearing an example of a US business programme in an ILO training workshop, radio professionals from Uganda and Zambia heavily criticized what they saw as the excessively fast pace and overly wide breadth of the US programme. This programme was popular in the US where it was right for the target audience, but was not appropriate for the media consumption culture in Africa.



While preferred broadcast times vary between countries, later evening times appear to be the most popular. This was true for countries as varied as Uganda, Ghana, Lao PDR and Viet Nam. Preferred programme timing also varied according to gender, with women requesting later times in Uganda since they wanted to listen to programmes after their household and childcare activities had finished. These findings are contrary to the initial perceptions of some of the projects that daytime radio would be good for business programmes since businesspeople could listen to programmes while at work. Audiences preferred informative programming to be aired at a time when they could concentrate on the programme and preferred lighter entertainment and infotainment programmes during the day.

In Lao PDR it was noted from a demand survey undertaken by ILO that ‘watching TV is a family activity as every night, family members like to sit, follow and criticize television programmes together’. Business programmes would therefore be less likely to work at night since they would not be attractive to the whole family. In some parts of Christian Africa (e.g. Uganda and Ghana), Sunday afternoon was a time of reflection for adults and informative radio programming worked well during this time.

In China, the rescheduling of the broadcasting of a social marketing campaign based on a soap opera from 19:00 on the Economic Channel of Sichuan TV to Sichuan’s Public Channel at 20:10 very likely contributed to increasing the number of watchers by over 60 per cent. In other words, 400,000-425,000 additional watchers were gained by paying attention to broadcasting during the proper time slot. These examples highlight the importance of understanding the culture of media consumption in setting programme times effectively.

The language of broadcast and of print media is an important consideration in countries with a number of languages. Parts of Africa are particularly problematic where for example Uganda has 43, Zambia has 41 (72 including dialects) and Ghana has 79 languages.<sup>21</sup> In such countries it is common for people to speak a number of languages well but it is generally the case that there is a preference for broadcasts in the audiences’ vernacular language. An exception to this is Tanzania where a national language, Kiswahili, has been strongly promoted and vernacular languages are perceived as being un-nationalistic.

Many of the languages of Africa are oral languages and are therefore not written. The demand for language of print media is therefore different than those of broadcast media with more demand for print in the lingua franca of the country.

Experience in Uganda and West Africa highlighted that languages used for trade (Pidgin English on the West African Coast and Kiswahili in East Africa) were not the preferred language of business programmes. Trading languages are often used for basic communication and were not perceived as being good for discussion and communication of more complex information.

Experience of media in Africa highlights the complexity of language and the need to explore preferred language. ILO’s activities in radio in Uganda have resulted in the set-up of radio programmes in 14 individual languages.

<sup>21</sup> Gordon, Raymond G., Jr. (ed.), 2005. *Ethnologue: Languages of the World*, Fifteenth edition. Dallas, Tex.: SIL International. Online version: <http://www.ethnologue.com/>.

### 3.2 Examples of ILO mass media interventions in enterprise development

The ILO has undertaken various small enterprise development activities focused on using the capacity of mass media to reach large audiences. These activities have adopted all the approaches of purchasing media space, enhancing media relations, supporting the set-up of new media and media programmes and capacity building of the media industry. The interventions can always be grouped in at least one of the three aforementioned roles mass media can play in small enterprise development.

#### 3.2.1 *Interventions to bring about attitudinal and behavioural change in business and society*

ILO's activities aiming to bring about attitudinal and behavioural changes among small businesses and society apply among others social marketing techniques to promote specific ideas and messages. A definition of social marketing that was used in designing a campaign in Ghana was:

*'The application of commercial marketing technologies to the analysis, planning, execution and evaluation of programmes designed to influence the voluntary behaviour of target audiences in order to improve their personal welfare and that of society.'*<sup>22</sup>

Social marketing approaches go beyond using traditional mass media channels and involve a wide variety of communication channels including direct marketing techniques (e.g. events, theatre and training), posters, billboards and leaflets. From the mass media perspective, social marketing involves both purchase of media space and airtime and investment in media relations to maximize the media coverage of the issues and events around the campaign.

The social marketing pilot undertaken in the Accra/Tema area of Ghana between January and April 2003<sup>23</sup> was a pilot aimed to assess the extent to which mass media campaigns could contribute to improving job quality in MSEs. The project adopted a combination of two approaches to working with mass media: purchasing space and airtime in existing media (advertising slots on radio and TV were bought) and enhancing media relations (the campaign managers appeared as guests and resource people on discussion and phone-in programmes). The campaign had been prepared for a year including a background study on the potential of social marketing to influence attitudes and behaviour of MSE workers and employers, and field research to identify priority job quality concerns in Ghanaian MSEs. It focused on changing attitudes towards occupational safety and health among small businesspeople with the ultimate aim of changing behaviour in terms of improved practices and increased demand for training in occupational safety and health related areas. The campaign insisted on appealing to positive emotions, linking occupational health and safety to productivity and therefore to increased profitability. The strap-line was "Safety at Work: Good for You, Good for your Pocket". The campaign was built around the story of a character, Kofi Brokeman (an affectionate nickname for someone who never has any money), a well-meaning MSE worker, at first ignorant of safety and health issues, who gradually learns through his mistakes and the good example set by his friend, Nyame Bekyere ("God's Gift"), and prospers as a result. As the story unfolds audiences learn about a series of specific safety and health issues providing key

<sup>22</sup> Source: Andreasen A. R.: Marketing Social Change, 1995.

<sup>23</sup> C. Seeley: *Social marketing for better job quality in micro and small enterprises in Ghana* (ILO, SEED Working Paper No. 65, 2004).

lessons in how to improve working conditions. The campaign used humour and well known local stereotypes to convey ultimately simple messages.

The story was put across through 1,200 radio and TV commercials. This pilot campaign in Ghana was successful with between 56 and 85 per cent of target MSEs having heard the message and around 90 per cent recalling the messages accurately. It was noted by the implementers that *'a sustained campaign would be required for a more wide-spread and lasting effect on attitudes and behaviour'*. Social marketing is a proven tool to bring about attitudinal and behavioural change, but it is also a relatively costly process.

The ILO went on to plan and implement a social marketing campaign in Moradabad, India. This campaign focused specifically on changing working practices among an estimated 20,000 business units involved in casting and polishing brass art-ware. The campaign was very specific in its aims of promoting the benefits of acquiring chimneys or dust collectors to improve air quality within workshops and the benefits of buying accident insurance. The campaign revolved around following the progress of artisans who were provided with chimneys and dust collectors and used cinema, local TV, video as well as stickers and posters.

The ILO also supported the launch of a TV programme for small business in Cambodia.<sup>24</sup> The FIT Cambodia activities to support the set-up of the 'My Point of View' TV programme were undertaken in collaboration with a production company that in turn purchased TV airtime. This choice was made on the basis that the local TV stations were perceived to lack the skills and motivation to develop a quality programme and the independence to provide an effective voice for the private sector since they were either controlled or heavily influenced by the government. Despite these efforts, the broadcaster's reluctance to allow open debate and discussion of issues that might be controversial in nature made the programmes' content quite bland. Moreover, these programmes were not reaching many rural entrepreneurs as the latter could not receive the TV channel. These difficulties drove the ILO to explore new approaches to disseminating and developing programmes for small businesses. The ILO commissioned the scripting and production of comedies that contained clear business management lessons. These comedies were distributed on VCD (Video Compact Disc) via the distribution channels that are used for karaoke videos and films and therefore sold to both individuals and to the owners of video cinemas. This evolving distribution channel appeared to reach most corners of the country through a series of wholesaling agents, retailers and video-cinemas. The programme developed a sitcom based on a fictional restaurant that embedded serious business issues and messages into the storyline thus requiring a relatively high degree of sophistication to ensure an effective balance between the comedy and business messages and information. 9,500 VCDs were produced and distributed through this experiment. The lack of copyright law and enforcement did not allow the activity to reach sustainability but the pilot project proved the potential of a film and video distribution channel to reach small businesses that cannot be reached through broadcast media, and tested comedy as a format to provide business information, tips and advice to MSEs. A survey of around 250 businesspeople undertaken in early 2004 highlighted that an estimated 38,000 had seen the comedies and over 97 per cent of respondents stated that the comedy was beneficial to their business.

One of the most innovative and successful social marketing experience undertaken by the ILO took place in China.<sup>25</sup> The Ministry of Labor and Social Security (MOLSS), with

<sup>24</sup> ILO: *Commercial distribution of comedies on management skills for small enterprises – Pilot experiences in rural Cambodia*, FIT Cambodia, 2004.

<sup>25</sup> ILO: *Review of output and impact of pilot mass-media based entrepreneurship promotion program* (Draft), SIYB China, 2006.

technical assistance from the ILO's Start and Improve Your Business (SIYB) Project, decided to create a soap opera called "My Future Is Not A Dream" to encourage migrants to enrol in SIYB training. ILO research had established that many migrants like to relax by watching TV soap operas and this led to the idea of reaching out to them through this unusual means of communication. The TV series was produced by MOLSS and Sichuan TV with technical support from the ILO. Viewers see how against all odds the main character, Zhao Dayong overcomes strife, cheating, and family quarrels to set-up a business. The 12 episodes, each lasting 45 minutes, were broadcast on Sichuan TV's Public Channel in August 2006. An estimated 1.0-1.1 million watchers on average saw the series during the broadcasting period. This compares well with commercial TV series, showing how effective this format is in getting public service messages across to a wider audience. A telephone survey of viewers two months after the broadcast confirmed the popularity of the series. 72 per cent of respondents said that although the series was short they remembered the popular characters well. Two-thirds of respondents said they felt encouraged to start their own business after watching the series, and 62 per cent of respondents felt encouraged to join Start Your Business (SYB) training.

Another innovative and successful social marketing campaign undertaken by the ILO was in Sri Lanka where the growth and employment potential of small businesses is often not fully exploited and the start-up rate is low, partly because of a poor enterprise culture. In order to help people change their negative beliefs about business (i.e. "business is too risky", "failure exposes one to ridicule", "business exploits" or "business success exposes to envy") the ILO's Enterprise for Pro-poor Growth in Sri Lanka, (Enter-Growth) project launched an experiment to examine how the use of Forum Theatre, which is a form of theatre inviting the audience to participate and change the action and the outcome, could boost entrepreneurship among populations from the Puttalam, Kurunegala, Anuradhapura and Polonnaruwa Districts. Imagining oneself in the position of someone else is often considered to be an effective way of learning. Through imagination, it is assumed, one can explore the possibilities and risks of unfamiliar circumstances. This idea was used to induce behavioural change towards entrepreneurship. A survey carried out in eight randomly selected villages showed that during the performance, 78.7 per cent of the audience felt stimulated to think of ideas for starting a business themselves. Moreover, 41 per cent of all spectators, showed significant changes in their beliefs about business. As mentioned before, theatre is not a mass media. However, its ability to be replicated and the possibility of involving target audiences through other interactive ways (e.g. performances may be filmed or recorded to allow for subsequent radio broadcasting and discussions) enable it to reach large audiences.

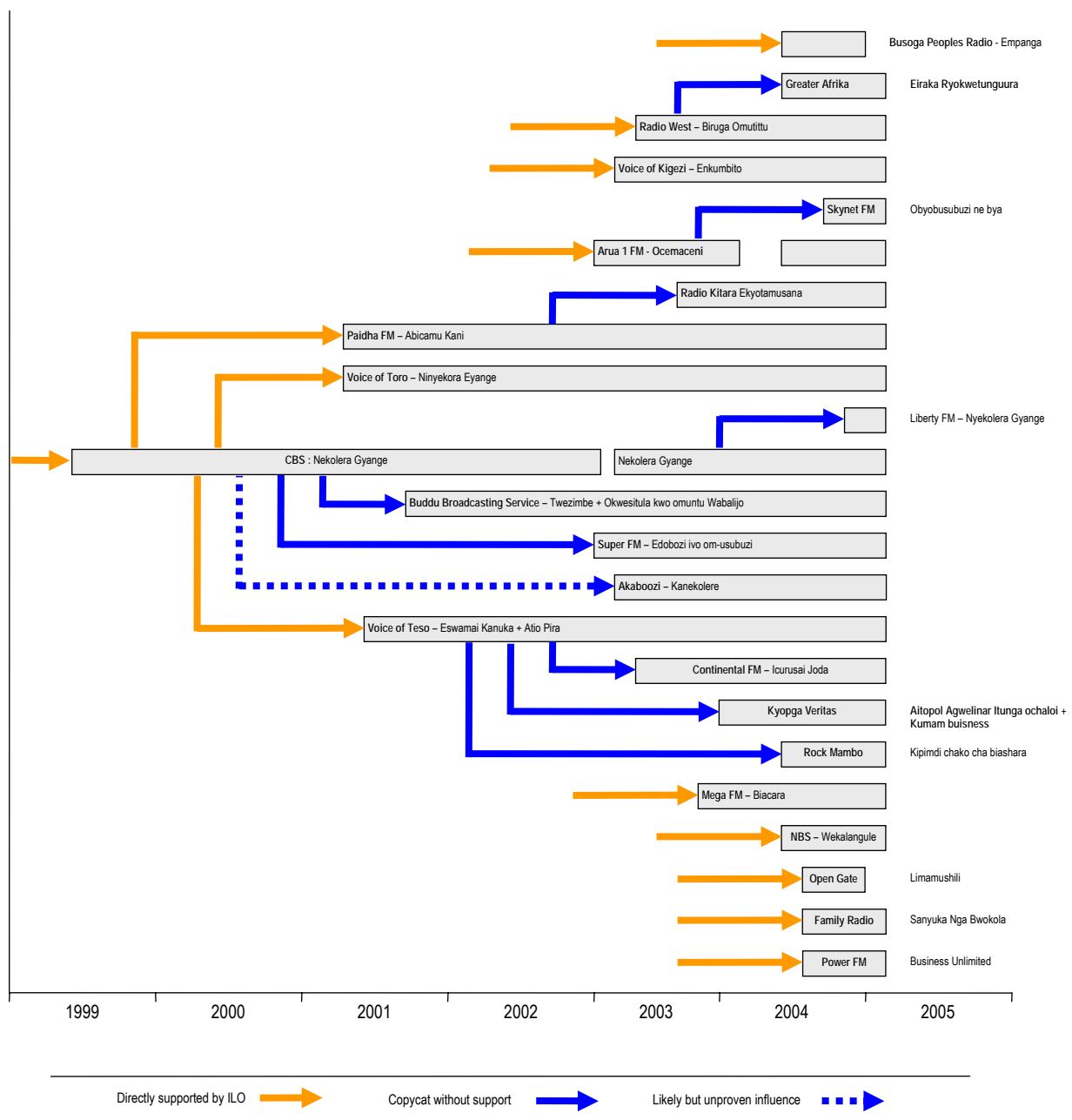
### **3.2.2 *Interventions to enhance the provision of services and information about MSE input and output markets***

The majority of ILO activities have focused on interventions to enhance the provision of services and information about MSE input and output markets.

The SEMA (Small Enterprise Media in Africa) project in Uganda has been the longest sustained media intervention undertaken by the ILO. In Uganda, radio is by far the most important source of information. After more than a decade of radio liberalization, the country has developed a vibrant radio industry of around 100 radio stations broadcasting to over 90 per cent of the population in all the major languages of the country. In 1999, the ILO initiated a pilot activity to tap into this growing radio industry and establish a radio programme for small enterprises. The project formed a partnership with the Central Broadcasting Service (CBS), a private radio station broadcasting from Kampala. Initial plans for the programme were for a primarily informative programme that would provide important business information to micro and small enterprises in the formal and informal economy. The programme was launched as Nekolera Gyange ("I run my own business").

The programme became so popular that Nekolera Gyange became the common local term for micro and small enterprise (MSE), from the streets and markets to the Ugandan national parliament. After having supported the pilot set-up of this programme the project then went on to support its replication by undertaking capacity building activities in various radio stations across Uganda. This work has achieved a high level of sustainability with small business programmes appearing to be mainstreamed into the radio industry with evidence of replication (see Figure 3.1).

Figure 3.1: Growth of small business radio programmes in Uganda from 1999 to December 2005



Furthermore, in order to improve the quality and breadth of business information carried by the media, the SEMA project analysed the weaknesses in the flow of small business information to the media and highlighted the need to improve the way governments, development organizations and NGOs, as potential rich sources of information on small business, interact with the media. The project subsequently ran

workshops with microfinance organizations and local government to discuss the opportunities of improving relations with the media. These activities have begun to change the way that these organizations interact with the Ugandan media.

The variety and sequencing of activities undertaken by the SEMA project in Uganda make it an interesting experiment: initiating and supporting the set-up of a new radio programme led to capacity building activities among the Ugandan media industry as well as media relations enhancing activities. The project also had an impact on Uganda's policy and regulatory environments for small businesses. This facet of the project will be described further in this paper. It is important to point out that the project did not purchase media space and was extremely cautious to minimize financial support to any of the actors in the media system.

Throughout its interventions, the ILO maintained a low profile and encouraged individuals within the industry to take control of service development and supported individuals to develop their own ideas and concepts. This meant that services developed were perceived as having evolved from within the industry itself, building strong ownership within the market. In 2006, approximately 38 radio stations (one third of the radio stations) were broadcasting small business programmes.

Similar activities have been initiated by ILO in Ghana and Zambia where radio programmes for business have been supported. The experience from Uganda has appeared to be replicable in other African countries where there is liberalized media. In Ghana, the focus was on private commercial radio stations, whereas the work in Zambia has also been with a popular community radio station.

In Sri Lanka, the ILO also supported the launch of new radio programmes under the SIYB (Start and Improve Your Business) training programme. While these initial programmes were established with the direct aim of promoting the SIYB training brand and courses, the programmes developed were similar to those in Uganda in that they contained a variety of information packaged in a variety of ways, rather than purely training on-air or promotion of training. The initial series of programmes were sponsored by a bank that ILO identified, while the second batch of programmes were run without ILO assisting in finding advertisers. Sustainability was the weakness of the first programmes established in Sri Lanka. ILO was relied on to find sponsors and once the sponsor pulled out the programmes were pulled off air. ILO did not support the radio station to find sponsors for the second set of programmes but have provided support to generate content. These programmes appear to have a higher level of sustainability with the radio station indicating that they will continue the programmes. The ILO has now embarked on a new project in Sri Lanka to develop radio and TV programmes that are fully sustainable.

SIYB has also tested an innovative approach of delivering training through radio in Viet Nam. This intervention was developed to reach businesspeople that are unable to access business training and to increase the scale of outreach of SIYB training. The model developed by SIYB Viet Nam was to support the establishment of study groups of around 12 businesspeople who would be mobilized by a trained group leader. The group members were provided with the Improve Your Business (IYB) books for self study and would then meet weekly to listen to a radio programme through which the group could listen and interact with experts. This approach of using radio as a training medium appeared popular among the participants of the study group and almost twice as many (83 per cent) of those who studied in groups felt that it was a good method of learning (43 per cent). A pertinent question is why radio broadcasting was used when recordings could have been circulated physically among the groups for self study at any time. While set broadcast times and days provided a useful discipline to the groups, it was the interactivity of radio that was the main benefit for the training groups. Participants of the study groups were able to phone-in

and interact with experts and trainers to enhance their learning and understanding which would have been less easy with recordings. 2,629 people in 214 study groups were trained through this project.

This approach appeared to work well on state media in Viet Nam, but it may not fit into the agendas of commercial broadcasters in many countries. Training-on-air, while possibly interesting to a wider group of listeners, is primarily focused towards a small group of those who are part of a training group. It is therefore more of a minority-interest programme that may be more suited to public service oriented media rather than media that must aim to attract and keep large audiences tuned in. A notable exception to this is language training on radio in South East Asia where a syndicated (programme that is distributed among a number of broadcasters) English language radio course has proven to be successful and popular in countries like Malaysia and China.

In 1998, the ILO supported the set-up of the Zimbabwe Business Connect Newspaper. It was primarily an advertising newspaper with both classifieds and large adverts but also included features on business related issues. 10,000 copies of the paper were distributed free each month through various outlets which small businesspeople frequented such as wholesalers shops, transportation companies and business service providers. Revenue was therefore generated from advertisers and not from distribution. The aim of the publication was to provide small businesses with an advertising channel to tap into a business-to-business market and also to provide small business readers with information on business products and services. A customer satisfaction survey showed that 38.7 per cent of the participating businesses got new customers from advertising with the paper and 25 per cent of these businesses employed more people to face this increase in demand. Moreover, 54.2 per cent of the businesses who gained new customers through advertising reported a 10-20 per cent increase in income generated. It should also be noted that 46.8 per cent of the participating businesses had responded to at least one advert in the Business Connect, which seems to imply an increased awareness of potential sources of service and material supplies on the part of small enterprises. The ILO funded the set-up of the publication as a pilot activity and then spun this into the private sector by effectively selling it to an existing publisher in 2002. The reason for adopting this approach was the lack of viable partners in Zimbabwe. The Business Connect newspaper continues to operate in Zimbabwe despite the economic situation of the country and many development agencies having pulled out. The approach of establishing the media and handing it over to the private sector therefore achieved sustainability in this case.

In Zambia, the ILO's BDS Zambia project<sup>26</sup> has been working in a number of services including radio programmes, publications, internet, and SMS services for small business. The project's quickest success has been in supporting a Zambian businesswoman, to develop the Livingstone Business Directory, a yellow pages directory which lists contact information of local businesses in south-western Zambia. The work aimed to stimulate both business to consumer and business to business markets by providing improved information on local products and services. The Livingstone Business Directory was described as a '*resounding commercial success*' by an external evaluator and has been reprinted without external financial assistance. The directory has also been replicated commercially by other private publishers in the Eastern Province (Chipata Business Directory) and Northern Province (Mansa Business Directory). In this case, seed-funding to test a new business concept worked in stimulating the set-up of a new media product in the market.

<sup>26</sup> The Steadman Group: *Impact assessment study – BDS Zambia* (2005).

The *Zambian Livingstone Business Directory* and the *Zimbabwean Business Connect* have specifically aimed to establish advertising channels through which small businesses can reach existing and potential customers. Both these interventions established media that provided affordable advertising space for small businesses and specifically targeted small businesses as advertisers. These interventions have highlighted that there is both a lack of affordable and appropriate advertising channels, particularly at the local and niche market level (e.g. for business to business commerce in Zimbabwe), and a lack of awareness of the benefits of advertising and therefore effective demand for advertising services among many small businesses. These interventions established appropriate advertising channels and then specifically targeted small businesses to increase their awareness and demand for advertising services.

### 3.2.3 *Interventions to enhance policy and regulatory environments for small businesses*

Mass media are important potential channels through which small businesses can publicly debate and participate in policy processes. In developed media markets, the role of the mass media in lobbying is well understood and tapping into their potential to publicise issues and create greater leverage over policy makers is key to the success of many pressure and lobby groups including NGOs and business representative organizations. Despite this, there appears to have been surprisingly little work in small enterprise development in this area and the ILO has been one of the few organizations that have been developing the potential role of the mass media in this area.

The ILO project that has focused mostly on this area is the aforementioned SEMA project in Uganda.<sup>27</sup> Nekolera Gyange, the radio programme initially launched to provide important business information to micro and small enterprises quickly evolved to being more than an information channel and became a platform for business debate and a voice for the small business people. The programme picks up on current business problems and issues and either initiates on-air debates often involving policy makers or produces business features based on investigative field reporting. In early 2004, SEMA supported two radio stations to test approaches of organising monthly forums between small businesspeople and policy makers as a method of generating interesting content. The support offered focused on technical training and improving linkages with audiences, advertisers and policy makers. One of these stations has continued this approach with ongoing sponsorship from a telecommunications company.<sup>28</sup>

#### Box 3.2: Examples of radio enhancing the voice of MSEs in Uganda

Providing a platform for representatives of the 20,000 motorcycle taxi operators in Kampala to combat new local council legislation that created triple taxation and forced purchase of safety equipment from one supplier. Radio programmes exposed the issues which resulted in central government intervening to revoke the tax tender, remove the monopoly on purchasing safety equipment and stopping the additional taxation on the motorcycle taxi industry nationwide.

Exposing the problems faced by thousands of market traders due to poor sanitation and infrastructure in markets across the country. Various radio programmes have covered these issues and new toilets, improved sewerage, improved refuse facilities and new market structures have been installed and built in at least 7 major markets.

<sup>27</sup> G. Anderson, R. Hitchins: *Making markets work for the poor – Case studies series – Expanding the poor's access to business information and voice through FM radio in Uganda* (The Springfield Centre, 2007).

<sup>28</sup> M. McVay: *An information revolution for small enterprise in Africa: Experience in interactive radio formats in Africa* (ILO, SEED Working Paper No. 27, 2002).



Providing a voice for local businesspeople to expose poor payment practices of corporate buyers to their buyers. Radio programmes have directly resulted in 5,000 pyrethrum and 3,000 tobacco farmers and traders being paid for their goods and corporate buyers making payment procedures public.

Investigating an exploitative private monopoly in animal slaughtering that was resulting in lost revenue for more than 5,000 micro businesspeople dealing in hides and skins. Investigative reports on radio played a leading role in exposing the issues and changing tendering policies that resulted in breaking the monopoly and ensuring an open and fair market for hides and skins in Uganda.

Investigating claims by fishermen that they were being harassed and illegally taxed by law enforcement officers. Radio features resulted in the issue being picked up by the local Member of Parliament and the Uganda Revenue Authority. The radio programmes contributed to the streamlining of tax systems, tax education for local businesspeople and the removal of implicated officers.

In Ethiopia, one of the findings of a study commissioned by the ILO on “Factors Affecting Women Entrepreneurs” was that women entrepreneurs had very limited access to information on the legal and regulatory issues, as well as BDS, that affect their businesses.<sup>29</sup> The successful Ugandan experience led the ILO to offer technical and financial support to initiate a weekly 20-minute radio programme on women entrepreneurs, “Women in the Business Arena”. The original intention of having the radio programme run on a commercially sustainable basis after six months of financial and technical support by the ILO could not be realised. Main reasons were that there were a limited number of potential advertisers due to few existing commercial BDS providers. Furthermore the medium and large enterprises approached for sponsorship were not sufficiently aware of the benefits of advertising their businesses through radio, since TV is often preferred. At the time of the project, there was only one national FM radio station in Ethiopia and it was owned by the government. This monopoly led to expensive airtime rates and red tape constraints. Furthermore, the geographical coverage of the FM radio station was limited to Addis Ababa and its environs which made it difficult to reach out to women entrepreneurs, policy makers, the general public and partners in other regions.

In Ghana and Zambia, work similar to the Ugandan experience has resulted in similar programming approaches being adopted and policy issues being a significant focus of business programmes. These experiences highlight that sustainable business programming in Africa that is demand-led is likely to become involved in programming that influences business legislative processes.

The potentially mutually beneficial relationship between business membership organizations (BMOs) and mass media was explored through research commissioned by ILO and undertaken by Glasgow’s Strathclyde University. This research highlighted the potential role of the mass media in the lobbying activities of organizations representing the interests of small business in the UK. Subsequent analysis of the potential for this relationship to be enhanced in Africa highlighted that the key constraint was in the donor-oriented nature of many BMOs. Despite this, it was seen that there is potential to enhance the relationship between the more membership-driven BMOs and the media as a method of strengthening small business representation.

<sup>29</sup> ILO: *Six Months' Report of the radio programme, entitled “Women in the Business Arena”*, Teferra Promotions and Entertainment PLC, 2004.

## 4. Key issues in working with mass media in small enterprise development

This paper makes the case that information is critical to the effective operation of small business and that the mass media are a crucial part of an effective information environment for business. Access to mass media and the development of mass media that work more effectively for the poor should therefore be raised higher on the development and poverty agendas of governments and development projects.

A deeper understanding of media industries, their potential role in small enterprise development and the experience gained by the ILO and others in developing media for small enterprise highlights a number of key issues for effectively utilizing media in small enterprise development:

### *The importance of working locally*

Small business owners are concerned with issues in their immediate surroundings and identify themselves with local characters. Therefore interventions should focus their media support on local target groups, sponsors and programming issues to ensure stronger involvement of the local community.

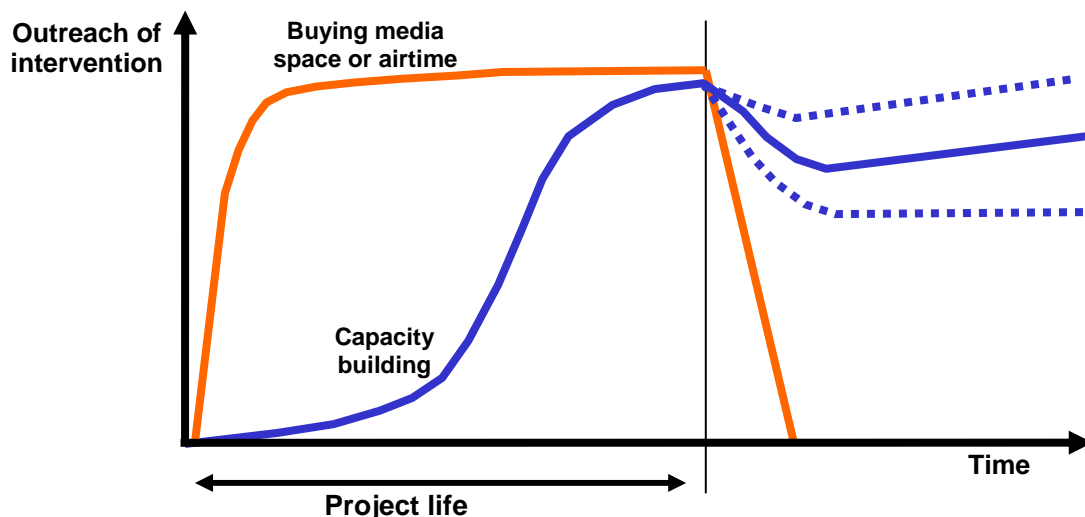
### *The importance of sustainability*

Some interventions, such as social marketing, are short term in nature aiming towards bringing about a catalytic change within small businesses, the market they operate in or society in general. Many other interventions are focused on improving the ongoing environment of small business e.g. service markets, information environments and regulatory processes. While the former require the media to undertake a short term role, the latter require the mass media to play an ongoing role in the operating environment of small businesses by offering business information, platforms for public debate, and promotional opportunities to business service providers, etc. Differentiating clearly between these two types of intervention is critical. Most of ILO's activities in media fall into the category of ongoing services to business and therefore need to aim towards sustainability. To achieve sustainability, interventions ideally need to focus not only on developing media services for small business but also on identifying and addressing other key constraints within the media system that limit the growth of small business media. This means working with a wider array of key players within the media system (e.g. media researchers, advertising agencies and media relation trainers) and adopting market development approaches. The small enterprise development activities of the ILO seek to adhere to principles of developing service markets. A market development approach aims to develop a '*well-functioning market with a diverse array of high-quality services that meet the needs of a large proportion of small enterprises affordably.*'<sup>30</sup> Interventions should therefore focus not only on sustainability of individual programmes and publications, but developing a market of competing business focused media. Interventions should ideally work with numerous media companies, stimulating markets and not only establishing individual services. Market development interventions that aim towards sustainable systemic change usually take longer to achieve impact and scale. Indeed, buying media space or airtime can achieve outreach quickly but is unlikely to result in sustainable impact (see Figure 4.1), whereas developing the media system will achieve

<sup>30</sup> Business Development Services for Small Enterprises: Guiding Principles for Donor Intervention, Committee of Donor Agencies for Small Enterprise Development, February 2001.

slower initial outreach but the results will be more sustainable in the longer term. Project approaches to measuring impact and undertaking mid term and final evaluations need to take this into account and plan impact assessments and tailor project indicators and targets accordingly.

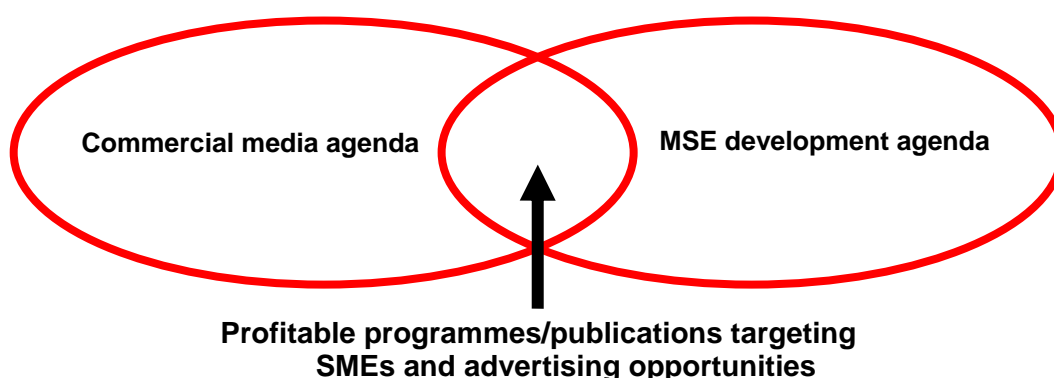
Figure 4.1: Comparison of projects that purchase media space versus those that focus on capacity building



### *The importance of working within existing mass media business models*

Mass media in most developing countries are an emerging and evolving industry and therefore relatively fragile and susceptible to negative distortion. Development interventions therefore need to ensure that they support the growth of these industries and do not negatively distort them. To do so, it is essential that interventions work within the overlap between MSE development and media agendas, and thus need to understand and work in keeping with existing mass media business models.

Figure 4.2: Working within commercial media agendas



Many mass media industries around the world are liberalizing and diversifying. In these countries, commercial mass media are becoming more popular and have often overtaken public mass media in popularity. This rise in commercial mass media has also resulted in more demand-led public and even community media that are increasingly competing for commercial revenues as a sustainability strategy. It is therefore important that development interventions work increasingly within commercially oriented mass media and better understand their agendas and operations and define the overlap between

commercial media and small enterprise development agendas. This raises a number of challenges, for example business training on radio is probably unlikely to have the mass audience appeal that is essential to programming in a competitive commercial media environment. Such minority-interest issues may not work on commercially oriented media.

### *The importance of working in line with good practice principles of mass media and journalism*

When undertaking an intervention, particular caution needs to be paid to avoid distorting news agendas with finance. Purchasing advertising space taps into current operating models of commercially oriented media, whereas purchasing media space and airtime for programming and content, or paying allowances or incentives to journalists is in effect using finance to alter news agendas and potentially conflicts with the ideal of basing content and programming on news values. Good practice in media is to separate the revenue generating side of media from the editorial, journalism, programming and news side and to avoid finance influencing news-values, programming and content. It is also good practice to clearly differentiate sections of media, space or airtime, that is advertising or content which has been paid for (e.g. advertorial). While many existing media companies and journalists do accept financial incentives to alter news agendas, projects that accept this as the reality of the existing market and adopt this approach reinforce negative practices and are ultimately contributing to undermining the quality and integrity of the media and therefore the media's effective sustainable role in development.

#### **Box 4.1: The discipline of journalism**

Journalism has evolved into a discipline whereby good practice is being constantly debated, discussed and developed among media analysts and academics as well as practicing journalists. Effective journalism is the foundation for quality media and therefore information flow through the media. It is important that projects working with the media understand some of the basic principles of good journalism. Journalists are the reporters of information and as such play a critical role of interpreting and representing facts and opinions.

Below is a list of the key journalism principles laid down by the USA based Project for Excellence in Journalism. These principles provide a clear indication of the theoretical or ideal role of journalists. The underlying principles of truth, verification of facts, impartiality, independence and public obligation are globally accepted good practice in journalism. While significant portions of the global media industry do not achieve these principles, it is important that interventions with the media reinforce them and at a minimum ensure that they are not undermined.

##### *Principles for Journalism*

1. Journalism's first obligation is to the truth.
2. Its first loyalty is to citizens.
3. Its essence is a discipline of verification.
4. Its practitioners must maintain an independence from those they cover.
5. It must serve as an independent monitor of power.
6. It must provide a forum for public criticism and compromise.
7. It must strive to make the significant interesting and relevant.
8. It must keep the news comprehensive and proportional.
9. Its practitioners must be allowed to exercise their personal conscience.

Events and issues should be covered by the media if they are deemed to be newsworthy by both journalists and editors. A newsworthy event or issue is one that meets news values. A single event or issue is unlikely to score highly on every news value, but must score highly on at least one or more of the following news values: timeliness (issues and stories that are current or are linked to events in the near future or recent past), human interest (issues and stories that touch people's emotions), proximity (issues and stories that are geographically relevant), prominence (issues and stories that are linked to well known personalities, organizations or companies), consequence (issues and stories that have a wide and great impact on a number of people), conflict (issues and stories about controversy with clearly opposing views and sides) and oddity (issues and stories that are out of the ordinary or unexpected).

## *Working in countries with state controlled media*

Many governments still control media, particularly broadcast media, and many projects will need to work with state media monopolies. This situation is not just in countries operating on socialist principles e.g. Viet Nam and China, or those with repressive regimes e.g. Myanmar and Zimbabwe but also within democratic countries. For example terrestrial television remains a monopoly in India and Bangladesh. Experience shows that many state media monopolies operate in a semi-commercial way, relying on advertising revenues to operate. The model for sustainability of media can therefore be similar on both state and private media as shown by experience in China. Projects that work with the media in non-liberalized countries have to consider the following issues:

- The ability of the state-controlled media to provide an effective voice for small business is potentially limited. Activities may need to focus more on informative rather than interactive media.
- The lack of competitiveness in media and the history of state media often make them supply driven and mechanisms for understanding and responding to audience interest and demand may be limited.
- Poor financing and low remuneration levels in some state media can mean lack of motivation among staff who are working in poorly resourced and equipped media houses.

Working through production companies who purchase airtime from state broadcasters is a potentially viable approach to address some of these issues.

## *Potential for replication and scaling-up*

Media industries in various countries and between different continents vary greatly. Despite this, experience in mass media interventions highlights many commonalities in both the way media industries operate and in the demand from small business entrepreneurs from mass media. Successful mass media interventions have the potential to be replicated and scaled up across countries as long as they adopt a flexible approach that adapts to the differing commercial, economic, cultural and institutional environments. Experience in Africa has shown how a successful media activity in one country (Uganda) could be replicated within a continent (Ghana and Zambia). This replication and scaling-up is important to ensure that successful experience and best-practice is shared and built upon.

## 5. Guidelines for effectively integrating mass media into enterprise development

As explored in section two of this paper, small enterprise development interventions that utilize the mass media fall into three broad areas where the focus of the intervention is on:

- attitudinal and behavioural change in business and society
- services and information about MSE input and output markets
- policy and regulatory environments for small businesses

Bringing about attitudinal and behavioural change within and towards small business does not necessarily require an ongoing involvement of the mass media. Mass media are often used as temporary tools by those focusing on this type of intervention. In contrast, the provision of services and information about MSE input and output markets and involvement in policy and regulatory environments are continually required by small businesses. In these cases, the ideal role for the mass media is therefore to provide channels for information and promotion, fora for debate and discussion and platforms to air views and opinions on an ongoing and sustainable basis. By doing so, mass media can be effective parts of the ongoing business environment of small businesses in enhancing forward and backward linkages and markets and in policy and regulatory processes.

There is, however, a fundamental tension between the ideal ongoing role mass media can play in small enterprise development and the realities of project design and implementation. Most projects have to work with significant time and financial constraints and mass media are often only one small component of a wider project. This results in interventions taking a short-cut and easier path to utilizing the mass media in their interventions i.e. purchasing media space and airtime. Guidelines need to recognize this tension and reconcile it to provide practical and useable recommendations to working with the media.

The most important principle which all mass media interventions should adhere to is that of 'doing no harm'. Development activities can undermine emerging industries and reinforce or build negative modes of operation. Interventions that do not have the time or finances to invest in strengthening media systems and build sustainable mass media markets still can and should integrate mass media into the work. However such projects should work in line with mass media good practice and make sure they do not reinforce poor practices or distort mass media industries.

The following guidelines are divided into the three potential roles the mass media can play in small enterprise development and provide guidance on both the recommended approaches to building and enhancing media systems and markets and recommendations for approaches where projects are constrained by finances, time and resources. They are intended to provide broad parameters under which projects should operate and are not step-by-step guides for projects. Mass media markets, local cultures, mass media consumption habits as well as project aims and objectives vary hugely and it is therefore impossible to lay down step-by-step guides for all types of interventions. This is particularly true when adopting market development principles of service development that require flexibility in project design and implementation.

The guidelines are generally applicable in all countries including those where the media are non-liberalized and state-controlled. Nevertheless it is less likely that the media will be able to play an effective role in enhancing the voice of small enterprise in policy and legislation in countries with a strongly state-controlled media. In such situations,

criticism of policy and legislation is often stifled and there is little potential to utilize the media as platforms for open debate. In such situations interventions need to focus on other potential roles for the media.

Table 5.1: Recommended intervention approaches for the various types of intervention

Focus of the intervention	Intervention approach	Purchasing media space	Enhancing media relations	Supporting the set-up of new mass media and programmes	Capacity building
Attitudinal and behavioural change in business and society		●	●	●	
Services and information about MSE input and output markets		○	●○	●	●
Policy and regulatory environments for small businesses		○	●○	●	●

Key: ● recommended approach  
○ possible approach for a project with limited resources

## 5.1 Interventions to bring about attitudinal and behavioural change in business and society

The potential role of mass media as agents of change can be effectively tapped into by projects that have a specific message or agenda.

Roles of the mass media:

- Providing channels through which social marketing messages can be disseminated to the target audience.
- Providing platforms where issues raised under social marketing campaigns can be publicly discussed and debated.

Interventions in this area should be based on:

- Applying social marketing techniques.
- Good practice principles of mass media and journalism to avoid distortions.

### *Recommended approaches*

- **Purchasing media space and airtime:** Interventions should focus primarily on purchasing advertising space and should not involve paying for programming.
- **Enhancing media relations:** Developing media relations by using public relations techniques should also be a key approach for media interventions of this type. This approach gets issues into the media by making the issues newsworthy and raising the profile of these issues among journalists and editors.

In certain scenarios interventions can also apply the approach of:

- **Supporting the set-up of new mass media and media programmes:** In order to reach a large audience, projects will sometimes need to adapt their message to specific types of mass media or programmes that are strongly anchored among targeted populations. This type of project might require supporting the set-up of new mass media or media programmes such as a TV soap opera.

Interventions in this area are less likely to focus on capacity building of the media.

### *Key project steps*

- **Identifying local partners to participate in planning and running the campaign:** Social marketing campaigns require local knowledge of the local media industry and local culture as well as understanding of social marketing techniques and approaches and of small business issues. It is unlikely that the project or any single local partner will have all the necessary skills to design and implement a social marketing campaign and a team needs to be established. This team is likely to comprise of:
  - A local company or organization to manage the implementation of the campaign (this company will have media experience and readymade networks within the local media industry)
  - Local stakeholders in an advisory group for the campaign (for example, representatives from relevant government departments, the target audience and NGOs)
- **Seeking co-sponsorship for the campaign:** Co-sponsorship should be sought, not only to share costs of the campaign, but to increase ownership among stakeholders and potential follow-up and continuation of the campaign. For example, campaigns on occupational health and safety could partner with wholesalers or retailers of safety equipment and/or relevant government health and safety departments.
- **Developing the campaign:**
  - It should be developed as much as possible locally
  - It should be developed on simple and positive messages
  - It should involve an integrated approach using mass media as part of a wider range of promotional activities and events
- **Pre-testing the campaign:** The campaign should be pre-tested with representatives of the target audience and key stakeholders. This step is essential to ensure that the campaign approach is effective and appropriate before spending large amounts of money on purchasing media space.
- **Running the campaign:** The campaign needs to be closely monitored by the project to ensure that it is running effectively.

## **5.2 Interventions to enhance the provision of services and information about MSE input and output markets**

Roles of the mass media:

- Providing channels through which business and market information can be delivered to MSEs.



- Providing channels through which business services can be delivered to MSEs.
- Providing platforms through which MSEs can exchange ideas, experience and opinions.
- Providing media space through which services and inputs for MSEs or MSEs' products and services can be promoted.
- Providing media space for MSEs to provide consumer feedback on business services and inputs and for consumers and customers to provide feedback to MSEs.

Existing general and business mass media may be able to partially fulfil some of these roles, but mass media focused specifically on MSEs as the audience are much more likely to do so more effectively. Projects in this area will therefore often need to stimulate the growth of media specifically focused on the MSE audience.

Mass media advertising space is available to most MSEs and while there may be some supply-side problems, the key constraint to small businesses advertising is more likely to be on the demand side with a low culture of advertising among small businesses. Addressing these demand side constraints requires interventions in business marketing rather than interventions focusing on the mass media.

Interventions in this area should be based on:

- The objective of long term sustainability: Services, platforms and channels for information provided by the media are required on an ongoing basis by businesses who are facing permanently changing markets, and therefore need to be a constant feature of the operating environment of MSEs and not transitory or donor-dependent.
- Principles of market development: Interventions, where possible, should adopt market development approaches in developing media as a service industry. They should also support the development of a diverse range of market information provided by various competing sources.

### *Recommended approaches*

- **Capacity building:** Interventions should primarily focus on capacity building with limited use of financial subsidy to avoid negatively distorting relationships within the media system. Furthermore, in order to adhere to market development principles and achieve long term sustainability, these capacity building interventions should not only focus on media organizations and journalists but on others in the media system such as sources of market information and consumer organizations.

In certain scenarios projects can also apply the approaches of:

- **Enhancing media relations:** As a facilitator, the project can focus on strengthening media relations with those who have information on input and output markets (market intermediaries, customers and consumers of the services and products of MSEs) and those who provide services and other business inputs. Providing accurate and timely market information to the media is essential for the media to play an effective role in providing market information. These information sources are potentially at the governmental, private sector as well as individual consumer levels.

- **Supporting the set-up of new mass media or media programmes:** Caution is required to ensure that such support does not undermine or distort existing mass media and that the approach has the potential to create viable and sustainable mass media that can be potentially replicated within the mass media market. Such initiatives need to have clear exit strategies and market development objectives. For example, supporting the launch of one media product should be followed up by promoting the business model and approach to others in the market.

Interventions in this area should generally avoid purchasing media space and airtime which undermines potential sustainability and places the project in the position of sponsor rather than facilitator. There are circumstances where financial support may be deemed to be necessary, for example in reducing the risk of testing new small business media, but this should not be presented or perceived as sponsorship of media space.

### *Key project steps*

- **Investigating and understanding media markets and systems.**
- **Identifying key systemic constraints** that limit the growth and improvement of media coverage of small business issues as well as the effective flow of market information to and from MSEs. This identification process is in effect a diagnostic study based on an understanding of media and information systems and interaction with key market players.
- **Developing the project strategy** to address the key systemic constraints. In line with market development focused initiatives, projects should be flexible in nature to be able to respond to changing market conditions and new information from the market. The strategies will primarily focus on capacity building within the media system and subsidy will be minimized. The strategy should take into account the longer-term strategic nature of market development initiatives and the need for longer project timeframes.
- **Undertaking interventions.** The project must act as a facilitator in developing the market and system and avoid becoming relied upon by the media or other key players in the media system.

### *Recommendations for interventions with limited time, resources or scope*

- **Purchasing media space and airtime:** Such an approach has little potential to stimulate sustainable small business media, but would be able to provide benefits to MSEs for a short-term period and contribute to fulfilling specific project objectives by, for example, disseminating information through the mass media. Interventions should focus on purchasing advertising space rather than using finance to alter news values.
- **Enhancing media relations:** Interventions can also adopt the approach of developing effective networks and links to existing media to get market and consumer information covered within existing programmes and publications. A project with limited resources could also promote improved relations between potential providers of market and consumer information thus establishing the potential for sustainability of the provision of this information once the project ends.

### 5.3 Interventions to enhance policy and regulatory environments for small businesses

Roles of the mass media:

- Providing a channel for information to MSEs on existing and new regulation and policy.
- Providing a public platform through which MSEs and their representative organizations can comment, discuss and voice opinions on policy and regulatory issues.

Liberalized mass media tends to cover general policy, legislative and governance issues as part of its usual agenda, but covering specific small business issues is less common. Interventions will often need to aim at establishing a small business focus in the existing media or support the growth of new media focused on MSEs as an audience.

Interventions in this area should be based on:

- The objective of long term sustainability: Policy concerns and priorities evolve and change and the ideal is for MSEs to have a permanent voice in the mass media. Most interventions should therefore focus on stimulating the development of sustainable information channels and platforms for MSEs.
- Principles of market development: The project should act as a facilitator supporting the growth and enhancement of various competing media channels that provide information to MSEs and enhanced voice for MSEs.

#### *Recommended approaches*

- **Capacity building:** Ensure that the mass media can sustainably and effectively provide information and represent the views of and provide platforms for legislators and policy makers as well as MSEs.

In certain scenarios interventions can also apply the approaches of:

- **Enhancing media relations:** Enhanced relations between policy makers and legislators and media can significantly improve MSEs' knowledge and understanding of policy and regulatory issues. Legislators' and policy makers' participation in programmes and interviews also contributes to public transparency and public participation in governance. Interventions can also strengthen relations between the mass media and MSE membership organizations that are able to represent the views and opinions of MSEs.
- **Supporting the set-up of new mass media or media programmes:** While this may be necessary in some situations, the most effective platforms to leverage policy makers and legislators are likely to be the established popular media and establishing new media or programmes may therefore not be effective in the short-term.

#### *Key project steps*

- **Investigating and understanding media markets and systems as well as regulatory processes.** Projects need to develop an understanding of the media market and system in which it intends to operate. This understanding should extend to legislative processes and the existing linkage between policy makers

and legislators and the media. For example, public information policies and the role of the media in disseminating policy information needs to be investigated and understood.

- **Identifying key systemic constraints** to mass media playing an effective role in legislative and policy processes.
- **Developing a project strategy** to address the key systemic constraints. As with all market development based interventions, projects need to maintain flexibility.
- **Undertaking interventions.** The project will act as a facilitator to develop the market and system. The role of the project is not to drive policy change or provide policy information, but support the set up of media that can act as a platform for information exchange between policy makers and MSEs.

*Recommendations for interventions with limited time, resources or scope*

- **Purchasing media space and airtime:** Purchasing media space and airtime should be limited to advertising space. Advertising space is less likely to provide MSEs with a discussion platform and can primarily be utilized as a way of providing information on policy issues to MSEs.
- **Enhancing media relations:** The key approach for getting policy issues into the media, without resorting to purchasing media space, is to develop effective relations with journalists and editors and persuade the media to take up the issues in existing programmes and publications. This can be achieved by applying various media relation techniques such as press releases and press conferences.

## **Annex – 7 Case studies**

### **Case Study: Local business directory in Zambia**

#### *Background*

The developing Business Service Markets for Micro and Small Enterprises in Zambia (BDS Zambia) project is being implemented by ILO and funded by Sida (Swedish International Development Agency). The project commenced operations in September 2003 and has the goal to make micro and small enterprises healthier and more likely to grow by increasing their access to business development services they need and want to pay for at a price they can afford. The project has been working in a number of services including radio programmes, publications, internet, and SMS services for small business.

The project's quickest success has been in supporting a Zambian investor to establish the Livingstone Business Directory. The project supported the initial development of a local yellow-pages style business directory for the South West of Zambia that lacked effective information on local business. The directory aimed to stimulate both local business to consumer as well as business to business commerce by providing listing and contact information of local businesses. This directory has been a considerable commercial success with the investor quickly taking over full responsibility for the business and investing in a second print run of the directory. The Livingstone Business Directory (LBD) was also copied by another investor who established a similar directory in South-Eastern Zambia.

#### *Target group*

The directory was targeted at all businesses within the Livingstone area of South Western Zambia while the project's specific target was on the small businesses within this locality

#### *Aims of the interventions*

The aim of the intervention was to:

*Improve the provision of business information to small enterprises* by providing information on local businesses and therefore products and services available locally and existing and potential local customers.

#### *Approaches adopted*

##### **Supporting the set-up of new media**

The project supported a local businesswoman who had the business idea for a local directory to set-up the business. This support was in the form of technical input to elaborate on the business concept and a financial grant of US\$ 6,000. The project only supported the directory for the first print run of 1000 and the second print was not supported.

The project is subsequently supporting the replication of the directory in other locations of Zambia, although there had already been one example of replication without project support with the launch of the Chipata Business Directory in South Eastern Zambia.

#### *Key achievements of the project*

The key achievements of the project are:

- Supporting the successful set-up of a commercially viable business directory that can act as a model that can be replicated in other areas of Zambia and possibly other countries.
- Stimulating the set-up of a second business directory that was initiated without project support highlighting that the model is deemed to be commercially profitable by private sector investors.

### *Outreach and impact indicators*

- Awareness of the LBD among the MSEs in Livingstone is recorded at 39 per cent.
- Out of this, 22 per cent have at one time or the other used it.
- Regular usage is reported among 12 per cent of the MSEs in Livingstone.
- Of the 100 MSEs surveyed in Southern Province 12 per cent indicate that the use of LBD has been beneficial to them in terms of accessing various business contacts and as a marketing medium.

### *Key lessons*

The key lessons from this work are that:

- Supporting the set-up of new media can be a viable intervention model to stimulate the growth of new media service markets.
- Providing follow up to support replication of the new media model is an essential step to ensure effective market development. In this example, one investor copied the model but additional information and possibly support is required to ensure wider replication in the market.
- Financial support in the form of a grant can be effective in supporting the set-up of commercially viable media but such grants should probably be small and short term in nature to ensure that the grant acts as a catalyst rather than being relied on by the investor. Grants may also not be needed in situations where there is effective loans and credit available for new business start up.
- Grants can be used not only as the catalyst for the start-up of the business, but also to ensure that the business model and the experience gained in establishing the new media is made public and can be used to stimulate copycat businesses and build more effective media markets. This in effect becomes barter between the donor as grant provider and the investor, the donor providing financial support and the investor making their experience available to other potential investors.

### *Documents for further information*

- Impact Assessment Study – BDS Zambia, Second draft report, Steadman Research Services International Ltd., November 2005.

## **Case Study: Comedy distributed on VCDs in Cambodia**

### *Background*

The ILO supported the launch of a TV programme for small business in Cambodia called 'My Point of View' in April 2001 which was partially modelled on the experience of interactive radio for small business that the ILO had supported in Uganda. The programme was established by a local commercial production company that purchased airtime from a TV broadcaster, Apsara TV. The production company aimed to make the programme sustainable through advertising and sponsorship but in practice the programme did not achieve sustainability. The broadcaster did not have national coverage and the programme content became quite bland because of a reluctance to allow open debate and discussion of issues that might be controversial in nature. This reluctance was due to the broadcasters' insistence that the programme avoided controversy and the difficulty of getting businesspeople to appear on-air. This latter problem was exacerbated by tax authorities who often visited businesses soon after they appeared on TV.

These programme content problems combined with the fact that the programmes were not reaching many rural entrepreneurs who could not receive Apsara TV drove the ILO to explore new approaches to disseminating and developing programmes for small business. The ILO therefore began to experiment with comedy formats distributed on VCD (Video Compact Disc) through the channels used for karaoke videos and films. This evolving distribution channel appeared to reach most corners of the country through a series of wholesaling agents, retailers and video-cinemas.

The programme developed, called 'I the boss' in Khmer, was a situation comedy based around a fictional restaurant that embedded serious business issues and messages into the storyline. In total 9,500 VCDs were produced and distributed through this experiment. The activity did not reach sustainability but a number of lessons were learnt through the pilot.

### *Target group*

The VCDs were aimed towards small businesses with a particular emphasis of testing the VCD distribution channels to reach businesspeople outside the capital Phnom Penh and in rural locations. The project particularly focused on reaching rural entrepreneurs in the North Western Province of Cambodia.

### *Aims of the interventions*

The aim of the intervention was to:

*Improve the provision of business information to small enterprises.* The project was a pilot to test comedy formats and VCD distribution channels as a potential method of improving the provision of business information to small businesses. This information provision was achieved by embedding business suggestions, information and tips into comedy programmes.

### *Approaches adopted*

#### **Supporting the set-up of new media**

The project used the approach of supporting the set-up of new media, utilizing a production company to produce the VCDs and existing karaoke video and film distribution networks to disseminate these VCDs.

### *Key achievements of the project*

The key achievements of the pilot project were in:

- Proving the potential of a film and video distribution channel to reach small businesses that cannot be reached through broadcast media.
- Testing comedy as a format to provide business information, tips and advice to MSEs

### *Outreach and impact indicators*

A survey of around 250 businesspeople was undertaken in early 2004. This survey highlighted the following indicators of outreach and impact:

- 9,500 VCDs were sold.
- The VCDs to viewers ratio was estimated to be at least 1:4 with an estimated 38,000 having seen the comedies.
- 40 per cent of businesspeople interviewed had seen one or more of the comedies.
- Over 97 per cent of respondent stated that the comedy was beneficial to their business.

### *Key lessons*

The key lessons from this pilot activity are that:

- Village level video cinemas and the distribution channels that supply them are effective channels through which to reach rural audiences in Cambodia. This may also be the case in other countries where broadcast media is limited and/or video distribution networks are well established.
- Lack of copyright law and enforcement reduces the potential for commercial sustainability of distributing programmes on video and VCD formats since the programmes were often copied and sold without revenue returning to the production company. Sustainability is therefore a key issue in this method of distribution.
- Comedy is a potential format for business programming, but considerable effort and a relatively high degree of sophistication is needed to ensure an effective balance between the comedy and business messages and information. It is not clear from the Cambodian experience whether this balance was achieved with audiences asking for the 'developmental messages to be funnier and delivered in palatable quantities'.

### *Documents for further information*

- Commercial Distribution of comedies on management skills for small enterprise: Pilot experience in rural Cambodia, March 2004.
- Sample Script translated into English from the TV programme 'My Point of View'
- Raising Awareness of rural enterprises in Cambodia through comedy: Presentation made at the BDS seminar, Chiang Mai. September 2004.



## **Case Study: Improve Your Business (IYB) on the air in Viet Nam**

### *Background*

The Improve Your Business (IYB) training programmes are a proven business training package that has been a flagship for ILO's small enterprise development activities. The project has been implemented in numerous countries including Viet Nam where ILO has been working in collaboration with the Viet Nam Chamber of Commerce and Industry (VCCI). IYB has generally been implemented through traditional classroom approaches, but from 2000 SIYB began developing and testing training on broadcast radio as a method of reaching small businesses that were not able to attend traditional training courses due to geographic or time constraints.

The initial pilot activity was undertaken with the VCCI branch in Can Tho and the radio station of Can Tho with technical support from Radio Sweden. The initial pilot was run from August to October 2000 and subsequent activities were undertaken in Southern Viet Nam (Dong nai and Kien Giang) from November 2002 to January 2003 and in Northern Viet Nam (Yen Bai and Hai Phong) from May to July 2003.

The methodology developed was to establish study groups of around 12 people with a facilitator chosen from among the group, to provide the group with printed IYB training materials and run a series of 12 weekly interactive radio programmes taking the participants through the training course. These live radio programmes involved experts and trainers who could be questioned on phone by any of the members from the study group.

Media in Viet Nam is state controlled and the project was therefore forced to work with state media in all of the activities.

### *Target group*

IYB on the air aimed to reach entrepreneurs that were unable to attend the traditional classroom based training courses due either to time or geographic constraints. The activity specifically aimed to reach rural entrepreneurs that are particularly hampered from attending formal training courses.

### *Aims of the interventions*

The aim of this intervention was to:

*Deliver business services through the mass media.* The project was undertaken to pilot test delivering business training through broadcast radio as a method of increasing and broadening the outreach of conventional business training.

### *Approaches adopted*

#### **Purchasing space and airtime in the existing media**

The project collaborated with local state media and VCCI brokered the purchase of airtime to run the training programmes.

#### **Capacity building of existing media**

The project also undertook some capacity building with the media and resource people to effectively run the programmes.

## *Key achievements of the project*

The key achievements of the project were in:

- Developing and testing a methodology for radio based business training
- Proving radio based training as an effective method of training large numbers of small businesspeople and those who are unable to attend traditional classroom training courses.
- Documenting the experiences and approaches in a manual on how to set up the IYB-On the air training programme and how to plan and produce the IYB-On the air radio show.

## *Outreach and impact indicators*

- 2,629 people were trained in 214 study groups between August 2000 and July 2003.

Impact assessments were carried out on the activities undertaken between 2002 and 2004 and indicated that:

- 83 per cent of participants of the study groups considered IYB on the air as a good way of learning business management skills. This was almost twice the number among those who listened to the programmes without being part of a study group.
- Awareness of business issues and management approaches tangibly improved through the training courses.

## *Key lessons*

The key lessons from this work are that:

- Training through broadcast media is a viable method of reaching large numbers of MSEs and those who are unable to attend traditional classroom based training courses.
- On-air training is substantially enhanced through the formation of study-groups where participants study together with the assistance of the interactive radio programmes.
- The key benefit of broadcast media over the use of distributed pre-recorded materials (e.g. CDs or tapes) is the live nature of the broadcasts. Live-broadcasts allow live-interaction with experts and trainers and also provide structure and routine to study group activities.
- Sustainability of such initiatives remains an open issue. Sustainability of training was not attempted under this activity and the training programmes therefore ceased once the project ended. Sustainability through fees from participants may be difficult due to the public nature of broadcast media that is readily accessible by all.

## *Documents for further information*

- Improve Your Business On The Air 2002 – 2004. Evaluation and Impact Assessment.
- Improve Your Business On The Air: Guideline on how to reach entrepreneurs with Training in Business management Skills through radio and study groups. Part 1: How to set up the training Part 2: How to plan and produce a radio show for IYB-on the air.

## **Case Study: Social marketing for better job quality in MSEs in Ghana**

### *Background*

Job quality and occupational safety and health are major issues in the small business and informal sectors. Despite this, small businesspeople who are often primarily concerned with the everyday struggle to maintain a livelihood, have a low awareness of these issues and have a low level of demand for health and safety services and safety equipment.

From January to April 2003, the ILO supported a pilot social marketing campaign for better job quality, occupational safety and health in Ghana. This campaign was the first of its type to take social marketing approaches and apply them to occupational safety and health among MSEs (micro and small enterprises) in a developing country.

Social marketing is the application of commercial marketing approaches and techniques to influence the behaviour of a specific target audience in order to improve their personal welfare or that of the wider society. Social Marketing has commonly been used in health initiatives but has less frequently been applied in small enterprise development.

The Ghana campaign was developed in collaboration with Ghanaian stakeholders with external support from the UK New Academy of Business and a London-based advertising agency. It was managed by the EMPRETEC Ghana Foundation, a business development organisation. The campaign focused on positive messages linking better occupational health and safety to productivity and therefore to increased profitability in business. The campaign was built around the story of Kofi Brokerman (a local nick-name for someone who never has any money) a well-meaning business owner who is ignorant about health and safety issues but is gradually educated by his friend Nyame Bekyere ('God's Gift'), a wise and successful small business owner. The story was broadcast on radio and TV and used the slogan "Safety at work: good for you, good for your pocket".

Experience from this work has been applied in the design and running of a campaign in Moradabad, India and in the design of social marketing campaigns in Viet Nam and Sri Lanka.

### *Target group*

The pilot aimed at micro and small entrepreneurs in the Accra and Tema regions of Southern Ghana. The campaign was primarily targeted towards the smaller business owners and employees in the metal and wood working sectors but had a secondary target of those in the textile, food, beauty and hairdressing sectors.

### *Aims of the interventions*

The aim of the intervention was to:

*Bring about behavioural change in business through direct social marketing.* The pilot aimed to change understanding, attitudes and practices relating to the everyday operation of small businesses in relation to safety and health and increase demand for safety and health services and equipment.

### *Approaches adopted*

The pilot project adopted two approaches to working with the media.

#### **Purchasing space and airtime in existing media**

The campaign managers purchased advertising slots on radio and TV to carry out the campaign in line with the existing media model of the market.

## Enhancing Media relations

The campaign managers also made use of discussion and phone-in programmes by appearing as guests and resource people on existing programmes.

### *Key achievements of the project*

The key achievement of this pilot was in:

- Testing and proving the potential application of social marketing techniques in relation to both small business audiences and to occupational safety and health issues.

### *Outreach and impact indicators*

An impact assessment of the campaign showed that:

- 56 to 85 per cent of respondents had heard and/or seen the campaign.
- 90 per cent of those who had heard and/or seen the campaign recalled the messages accurately
- An estimated 292,300 MSEs had therefore seen the campaign and accurately recalled the messages of these campaigns. (use this in chapter 4, p. 25)
- Changes in business operation were also noted, particularly with regard to tidiness and cleanliness of premises and in some instances in the quality of light and ventilation.

### *Key lessons*

The key lessons from this work are that:

- Mass media can be used effectively to put across simple messages on occupational health and safety that can result in greater awareness and behavioural change. Nevertheless, social marketing campaigns benefit from a wider integrated approach that involves non-media based channels such as direct leafleting, forums etc.
- Social Marketing campaigns need to be sustained for longer periods than that given to this pilot to achieve a more wide-spread and lasting effect on attitudes as well as behaviours.
- Social marketing campaigns require involvement of local stakeholders who need to provide significant inputs in the planning and implementation stage.
- Campaigns need to be build from the foundations of local culture and with an understanding of local trends. Individuals from the target group and those with a genuine knowledge of the target group therefore need to be involved at the design stage of the campaign.
- Campaigns that are positive in nature, relating the issue to a positive outcome (e.g. improved income) rather than a negative outcome (injury or death), and use humour worked well in this West African context.

### *Documents for further information*

- SEED Working Paper No. 65: Social Marketing for better job quality in micro and small enterprises in Ghana.
- Final Report: Marketing, Job Quality & Decent Work to Micro & Small Enterprises.
- New Academy of Business: Marketing decent Work to Micro and Small Enterprises: Presentation at ILO SEED workshop.

## Case Study: Radio for small enterprise in Uganda

### *Background*

In 1993 the first private radio station was established in Kampala, Uganda. This was to herald an enormous change in mass media and public information in a country where state controlled broadcasting had previously had a monopoly. Radio is by far the most important source of information in Uganda with newspapers reaching only an estimated 5 per cent and TV 6 per cent of households. After a decade of radio liberalization, Uganda had developed a vibrant radio industry of around 100 radio stations broadcasting to over 90 per cent of the populations in all the major languages of the country.

In 1999, the ILO initiated a pilot activity to tap into this growing radio industry and establish a radio programme for small enterprises. The project formed a partnership with the Central Broadcasting Service (CBS), a private radio station broadcasting from Uganda's capital city, Kampala. Initial plans for the programme were for a primarily informative programme that would provide important business information to the large micro, small and informal business sector, including agricultural businesses, in Uganda. The programme was launched as *Nekolera Gyange* (I run my own business in Luganda – the local language of central Uganda) and quickly became not only an important channel for business information but a platform for business debate and a voice for the small businesspeople. The programme became so popular that *Nekolera Gyange* became the common local term for micro and small enterprise (MSE), from the streets and markets to the Ugandan national parliament.

The ILO went on to support the growth of other small business radio programmes. In 2001, three similar programmes were established on three rural radio stations. From 2003, with the support of SIDA (Swedish International Development Agency), ILO embarked on a broader project to support the growth of radio programmes for small business and to develop the overall market system to improve the quality and impact of radio programmes for small business.

### *Target group*

This intervention specifically aimed at reaching the smallest businesses in Uganda, the informal, micro and small business. The first phase of the project focused on MSEs in central Uganda, but subsequent stages widened the focus to a national level with specific emphasis on rural entrepreneurs including those involved with farming as a business.

### *Aims of the interventions*

The ILO's activities with radio were initiated with the intention of improving the provision of business information. This aim altered due to demand from audiences for interactive radio, platforms for debate and discussion and radio to act as a voice for the small business community. The project therefore broadened its aims to include enhancing the voice of small business in policy and legislative processes.

In 2001 the ILO won a bid for a DFID (Department for International Development) Enterprise Development Innovation Fund (EDIF) to test approaches of utilizing radio media as a tool for increasing awareness and stimulating demand for various BDS. ILO therefore embarked on an 18 month project to test methods of using radio to improve the operation of business service markets.

This work has therefore had 3 specific aims:

Primary aims of the project:

- Improve the provision of business information to small businesses
- Enhance the voice of small business in policy and legislative processes

Secondary aim under the EDIF phase of the project:

- Improve the operation of business service markets

## *Approaches adopted*

### **Capacity building existing media**

The project adopted the approach of capacity building the existing media and explicitly avoided purchasing media space and airtime. The project identified existing broadcasters in Uganda that appeared to have the greatest potential to reach MSEs and would benefit from consolidating and increasing their MSE audience. The project persuaded the broadcasters that a regular small business programme made commercial sense and then provided capacity building support to the stations. This support included:

- Support to undertake audience research and analysis
- Training in business programme production and journalism skills
- Training in marketing approaches to sell niche market programmes
- Support to establish a network of local business resource people

### **Enhancing media relations**

The project also identified weaknesses in the relationship between potential sources of small business information and the media as a key systemic issue in quality programming. The project has therefore also focused on enhancing media relations between key stakeholders including microfinance organizations, local government, business membership organizations and enterprise development organizations.

## *Key achievements of the project*

The key achievements of the project are:

- Embedding the concept of regular business radio programmes into the Ugandan media industry. This has been proven through the ongoing replication and adaptation of business programmes without project support.
- Acting as a catalyst in the set-up of 34 radio programmes for small business were running regularly on 27 radio stations across Uganda.
- Supporting the testing of innovative business programme approaches that have been integrated into business programmes including drama, village level business forums and regional and cross border market reports.
- Supporting the set-up of the first commercial technical radio training company in Uganda.
- Supporting journalists to organise regular monthly forums to debate business issues with experts, businesspeople and policy makers.

## *Outreach and impact indicators*

Impact research has been undertaken throughout the project. Research in 2004 highlighted that:

- 74 per cent of MSEs interviewed were regular listeners to one or more of the small business radio programmes. There are therefore almost 7 million listeners to small business radio programmes in Uganda.
- Listenership to the small business programmes was only slightly lower, at 67 per cent, amongst the poorest in Uganda.

- Programmes were equally listened to by both men and women.
- 95 per cent of listeners believe that these programmes are beneficial to their business operations and 56 per cent rated them as highly beneficial.
- Significant impact has been tracked and documented on the radio programmes influence on policy, legislation, services and business infrastructure.

### *Key lessons*

The key lessons from this work are that:

- Programmes focused on small business issues can be mainstreamed into commercial radio broadcasting without the need for ongoing subsidy and external support.
- Projects can enhance the potential for sustainability by avoiding the purchase of radio airtime and concentrating on specific capacity building.
- To ensure long-term sustainability, projects should avoid not only reliance of broadcasters on donor finance but on technical support e.g. provision of business information or ongoing training.
- Capacity building efforts should not be confined to broadcasters but should involve players within the wider broadcasting system e.g. information sources and radio trainers.
- Programming, particularly in Uganda, and most likely within the wider African context, benefit from being interactive and audience led.
- Small business media can have a significant impact on policy processes and enhancing the voice of small business in policy dialogue, formulation and reform.

### *Documents for further information*

- SEED Working Paper No. 27: An information revolution for small enterprises in Africa: Experiences in interactive radio formats, by Mary McVay.
- EDIF: Project Completion Report: Radio Media in Africa – A market development tool for business services, January 2004.
- Making Development Newsworthy, G. Anderson and O. Kibenge, 2004.
- MSE radio programme Listener Survey, SEMA Uganda, September 2004.





## **Case Study: Promoting business start-up through TV soap opera in China**

### *Background*

The Start and Improve Your Business (SIYB) programme is a management-training programme with a focus on starting and improving small businesses as a strategy for creating more and better employment. The project has been implemented in many countries including China where the ILO has been working in collaboration with the Ministry of Labor and Social Security (MOLSS). The overall SIYB China programme objective is to contribute to poverty alleviation and employment creation. The immediate programme objective is to enable the urban unemployed to start and run their own businesses and to create quality jobs for others in the process.

ILO research had established that many migrants like to relax by watching TV soap operas. This led to the idea of reaching out to them through this unusual means of communication. The Ministry of Labor and Social Security (MOLSS), with technical assistance from the ILO's SIYB programme, decided to create a soap opera to encourage migrants to enrol in SIYB training.

This TV series called "My Future Is Not A Dream" was produced by MOLSS and Sichuan TV with technical support from the ILO during the first half of 2006 as a first attempt to utilize mass media for promoting small business development. Viewers see how against all odds the main character, Zhao Dayong overcomes strife, cheating, and family quarrels to set-up a business. The 12 episodes, each lasting 45 minutes, were broadcast on Sichuan TV's Public Channel in August 2006.

### *Target group*

Given their mobility, migrant workers are a difficult target group to reach with conventional support programmes. The TV soap opera aimed to reach migrants through a widely accessible and popular leisure activity.

### *Aims of the interventions*

The aim of this intervention was to:

*Generate interest in selecting business start-up as an individual employment strategy.* The project was a pilot to test the soap opera format and television as channels to promote small business development through entertaining programmes.

### *Approaches adopted*

#### **Supporting the set-up of a new media programme**

The project supported the set-up of a new TV programme by providing financial support in the writing of the script as well as technical assistance to ensure ILO's message was delivered correctly. Strategic consulting was also provided to ensure the TV programme was supported adequately (phone standard, on-screen ticker etc.).

### *Key achievements of the project*

The key achievements of the project were in:

- Developing and successfully testing an innovative way of introducing business start-up as an individual employment strategy on a large scale.
- Demonstrating the efficiency of a carefully designed combination of informative content and an entertaining format.

## *Outreach and impact indicators*

- An estimated 1.0-1.1 million watchers on average saw the series during the broadcasting period. This compares well with commercial TV series.
- Telephone hotlines set-up by local labour offices during the trial ran hot with 22,000 inquiries about SIYB training in Chengdu city.

A telephone survey of viewers two months after the broadcast confirmed the popularity of the series and indicated that:

- 72 per cent of respondents said that although the series was short they remembered the popular characters well.
- 31 per cent of viewers said they watched the series after finding it while channel-hopping, showing that it was compelling and entertaining viewing.
- Two-thirds of respondents said they felt encouraged to start their own business after watching the series.
- 62 per cent of respondents felt encouraged to join Start Your Business (SYB) training.

## *Key lessons*

The key lessons from this work are that:

- It is important to carefully prepare promotion before broadcast as media information about the pending broadcast has been the main reason for watching the series.
- It is crucial to ensure an appropriate slot during prime time and on suitable channel to maximize watching rate.
- It can be useful to consider additional alternative rebroadcast times for reaching particular subgroups.
- This format has clearly demonstrated that it can perform on par with other TV series despite its public service objectives. This provides opportunities for advertisers to place their message as any other TV series provides them.
- It is important to ensure proper advertisement of local SIYB contacts during the broadcasting period as it was reported that some were not fully aware that SYB training exists in reality. This misperception was induced by the fictional nature of the programme.
- Being prepared to respond to the additional SIYB demand generated by the programme is important.

## *Documents for further information*

- ILO: Review of output and impact of pilot mass-media based entrepreneurship promotion program (Draft), ILO, SIYB China, 2006.

## Case Study: Pro-entrepreneurial attitudes through Forum Theatre in Sri Lanka

### *Background*

Enterprise for Pro-poor Growth in Sri Lanka, Enter-Growth for short, is a project of the ILO, Sida and the Ministry of Enterprise Development and Investment Promotion that started in June 2005. Its goal is micro and small enterprise growth for poverty reduction and decent work, and its main strategy is to improve the sub-national business environment, in North-West and North-Central province (four Districts). Its work falls under three major themes, which address key constraints on business development in these poor and largely rural provinces:

- Improving service markets, to enable enterprises to improve their productivity and quality, become more market-led, and increase access to larger markets.
- Improving the policy and regulatory environment, through better public-private dialogue, rooted in stronger organisation of MSMEs.
- Promoting enterprise culture, i.e. the way people value business and entrepreneurship.

Promoting dialogue has become central to the project's strategy and actions have been undertaken at the local, district, sub-national and national levels.

A unique field experiment was conducted to examine how the use of Forum Theatre, which is a form of theatre inviting the audience to participate and change the action and the outcome, could help people change their negative beliefs about business (i.e. "business is too risky", "failure exposes one to ridicule", "business exploits" or "business success exposes to envy") by promoting entrepreneurship and enterprise culture. After an initial performance of a short tragic play, the audience is invited to intervene in the story, and to take over the lead and perhaps other roles in order to change the story's tragic ending. This enables the audience to examine and explore their own motivations and environment. At the end of the Forum Theatre, brochures are made available that contain information on business and financial service providers and member-based organizations that can advise people on whether and how to start a business.

### *Target group*

The programme focused on populations from the Puttalam, Kurunegala, Anuradhapura and Polonnaruwa Districts as they are among the poorest regions in the country, apart from the conflict-affected Northeast. Though predominantly agricultural, they have some base of enterprise, and offer good potential for expansion in a variety of sub-sectors.

### *Aims of the interventions*

The aim of this intervention was to:

*Bring about a substantial increase in pro-entrepreneurial attitudes and encourage the growth of enterprise.* The campaign called "Palama" (meaning "bridge" from poverty to prosperity) suggests that enterprises: offer a better life, security, independence and comfort to people and their families; give people the chance to do work they like, to learn, grow, create, and find fulfilment in what they do; provide valuable services and products to the community, as well as contributing to its cultural and social life; Creates new job opportunities and stimulates growth.

## *Approaches adopted*

### **Supporting the set-up of a new media programme**

## *Key achievements of the project*

The key achievement of the project was in:

- Successfully demonstrating that Forum Theatre can positively affect beliefs about business. The project's aim was formulated as: "the number of women and men, including youth and officials, who consider enterprise an attractive way to make a living increases by 20 per cent among those who have participated in project initiated activities to promote enterprise culture". The results show that the number of spectators that were affected is twice as much.

## *Outreach and impact indicators*

A survey during which 243 women and 201 men were interviewed was carried out in eight randomly selected villages:

- During the performance 78.7 per cent of the audience felt stimulated to think of ideas for starting a business themselves.
- 87.3 per cent discussed the show with others.
- 41 per cent of all spectators, showed significant changes in their beliefs about business.

## *Key lessons*

The key lessons from this work are that:

- In order to disseminate a multi-faceted message which may call for different actions from different groups of people (e.g. for some to develop a business, for others not to advise their children against it), and which may need to be adapted to local environments, an interactive and flexible form of communication such as Forum Theatre is likely to be more efficient than other forms of media.
- In order to increase the impact of the shows, it is more effective to carry out supplementary repeat performances in the same villages rather than covering a broader geographical area.
- For the sake of sustainability, it is advisable to transfer management responsibilities from the project to a local (theatre) company. When - as in the Sri Lankan case - a competent company is not available, one can opt for assisting campaign partners in the creation of an association or company.

## *Documents for further information*

- ILO: Forum Theatre Effects on Beliefs about Business, ILO, Enter-Growth.
- ILO: Local Economic Development in Sri Lanka, LED Story No. 1, The Forum Theatre Experience, ILO, 2007.

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