

CHAPTER 1: BACKGROUND OF THE STUDY

1.1 INTRODUCTION

Developing countries have suffered the legacy of colonialism even long after their independence (Chivore in Moeletsi, 2005: 1). The countries experience problems in political, social and economic areas. Part of these problems is due to the top-down type of communication that was (and is) favoured. The colonial masters believed that they knew what the developing countries' needs are and how to address them. Efforts meant to address the problems facing the developing countries were not discussed with the recipients but rather imposed on them. The question of the relevance of the media used to communicate with the recipients was not considered (Panford, 1997: 336).

According to McLuhan in Beck *et al* (2004: 2) "the media is the message" and a message "is information which is sent from a source to a receiver". It is oral or written communication sent by one person to another (Beck *et.al*, 2004: 267).

Once information is received and understood by the recipient, it turns into knowledge. These two aspects of communication are therefore vital to the empowerment of human beings, either for decision-making purposes or for sustainable development. The value of different types of information at grass roots level has long been recognized by rural development experts, planners and information scientists (Iwe, 2003: 169). Ndavi in Iwe, (2003: 169) confirms this when he says that "the importance of information as a vehicle for development is increasingly becoming appreciated by planners, decision makers and entrepreneurs". Mchombu (2003: 111) declares that "information and

knowledge are regarded as the new 'factor of production', playing as a critical role in human development as the traditional factors of production - Land, Labour, and Capital". He agrees with the now widely accepted view, that information is vital to societal economic and political problems and its importance can be matched with that of "Land, Labour and Capital". Yet Camble in Iwe, (1994: 169) indicates that most of the projects/programmes in the developing countries are failing "because they were planned with insufficient information".

One important issue to consider is that, information has to be communicated to the relevant recipients in a form and language that is understood by both the communicator and the recipient. Mersham *et al*, (1995:55) argue that those engaged in communication must make sure "that the forms in which ... ideas are manifested is 'decodable' by the partners" concerned. This process is called "communication" and has been defined differently by different people. Sadler & Tucker (1981: 2) define communication "as that process through which messages are sent and received". Price (1996:5) says it is "an activity in which *symbolic content* is not merely *transmitted* from one source to another, but *exchanged* between human agents, who interact within a shared situational and/or discursive *context*". Steyn (n.d. 6) sees communication "as an interactional process in which meaning is stimulated through the sending and receiving of meaningful messages".

From the above definitions, one can conclude that, for communication to successfully take place, both the communicator and the receiver should be at the same level of understanding.

Likewise, it is important that the media, through which the message is sent, must be familiar to both parties that are trying to communicate so that there would be mutual understanding (Panford, 1997: 336). For the

parties to be on the same wavelength, both have to be involved in the selection and “treatment” (Mody, 1991) of the media.

1.2 STATEMENT OF THE PROBLEM

The study intends to find out which media are used by selected government departments in Lesotho when communicating with people at community level, and whether the media are appropriate with regard to the audiences and their contexts.

1.3 OBJECTIVE OF THE STUDY

The main objective of this study is to identify and critically evaluate the suitability of the communication media used by selected government departments in Lesotho when communicating with people at community level.

1.4 THE RESEARCH QUESTION

In view of this objective, the following research question can be formulated:

How are communications media selected and used by selected government departments in Lesotho when communicating with local communities?

1.4.1 Sub-questions

In order to successfully answer this question, the following sub-questions have been formulated.

1. Which media, according to the literature, can be effectively used by government departments in developing countries to communicate with local communities?
2. What is the procedure suitable for selecting and using such media?
3. Who are the role players in the communication process between the selected government departments in Lesotho and the local communities?
4. Which communication media are used by the selected government departments in Lesotho and why?
5. What are the procedures used by the selected government departments in selecting and using the communication media for local communities?
6. How do the practices of the selected government departments in Lesotho compare with best practices as recommended in the literature?

1.5 RATIONALE OF THE STUDY

According to Servaes (1995: 39) "communication media, in the context of development, are generally used to support development initiatives by the dissemination of messages that encourage the public to support development-oriented projects". The author goes on to indicate that broadcasting and the press are normally used to inform communities in developing countries and to advocate for support from the people (Servaes, 1995: 39). A common example is the area of family planning, where communication media such as pamphlets, posters, radio and television are used to persuade people to accept birth control methods (Servaes, 1995: 39). The same strategies are employed in campaigns relating to health and nutrition, agricultural projects, education and others (Servaes, 1995: 39).

This study hypothesizes that more often than not, the government departments in Lesotho, when selecting media for information dissemination, do not involve the consumers of the communication media. The rationale of this study is to test this hypothesis by investigating the media currently used by the three departments (Health, Social Welfare and Labour) in Lesotho.

It is also hoped that the study will create an awareness of the importance of audience participation in the communication of information as described in the literature.

1.6 LITERATURE REVIEW

1.6.1 Information for development and Development Communication

Information can play a major role in the solution of the economical, social and political problems in developing communities. It is vital in rural development programmes, and its absence has been identified as a source of development projects' failure in developing countries (Iwe, 2003: 169). Information is regarded as being central to the solution of any society's economic and social problems and is considered as "the most basic of all human needs" (Mchombu, 2003: 111). Information for development refers to the type of information that is meant to empower people and to improve their lives, e.g. to "develop" them. What does development in this context mean?

Development is defined differently by different people. According to Kamlongera (2004: 1) the concept of development has been associated with the Third World since the end of the Second World War. He points out that at the end of the Second World War most colonies sought independence from their colonial masters. During the process of granting independence it was realized that most of the former colonial

governments were not in a position to provide for their people. Efforts were made by both concerned countries and the colonial masters to provide for the needs of the people, and that process was termed development.

When taking this view of development, the efforts to “develop people could be realized “if knowledge and technology are shared effectively and if populations are motivated and committed to achieve success” (Diouf, 1994: 1). Communication is deemed central to such a task. It is crucial to development, and is a means through which development efforts may be brought to stakeholders (Kamlongera, 2004: 4). It enables planners, for instance, to identify and conceptualise development programmes, to consult with people in order to take their needs, attitudes and traditional knowledge into account. It is only through communication that project beneficiaries become the main actors in making development programmes successful (Diouf, 1994: 1).

Communication theory provides many definitions of the word communication. Steinberg (1995: 3) observes that books on communication theory differ on the meaning attached to the word. There is actually no single definition to the word that has been agreed upon by communication scholars (Black & Bryant, 1992: 5). Steinberg (1995: 4) observes that, irrespective of the differences in the definition of the word, there are basically two general views concerning communication, namely the technical and meaning-centred views. Price (1996: 1) agrees with the latter and views communication as a relationship between five components namely, transmission, exchange, the generation of meaning, context and discourse. He therefore defines it as “an activity in which *symbolic content* is not merely *transmitted* from one source to another, but *exchanged* between human agents, who interact within a shared situational and /or discursive *context*”

(Price, 1996: 5). Following this view, in the transactional definition of communication Steinberg (1995: 6) indicates that people engaged in communication are both responsible for the end results of their "communication encounter as they transmit information, create meaning and elicit responses".

In agreement with the view of communication as a transactional process, Kamlongera (2004: 4) describes communication "as a means of getting people to understand what others have defined as development as well as a means of getting the former to accept and adopt the latter's views".

1.6.2 Development communication

Kamlongera (2004: 5), however argues that, communication for development is first and foremost about struggling to understand the community "in order for it to achieve the balance between acquisition of the basics of its life and its own understanding of the need for the balance and its readiness to want such an acquisition". In other words, communication for development is about understanding what the needs of the community are, and whether the community is prepared to take what is offered. The participatory approaches of communication for development can facilitate dialogue and exchange of knowledge and information. It can also increase the community's knowledge base (both indigenous and modern), promote and develop awareness in policy makers, authorities and service providers (Ramirez & Quarry, 2004: 3). The participatory model emphasizes the importance of cultural identity and participation at all levels, that is, internationally, nationally, locally and individually (Servaes, 1995: 45). The model "stresses reciprocal collaboration throughout all levels of participation" (Servaes, 1995: 45).

The success of the entire communication process depends on how well the “designers of the mediated production listen to their audience” (Panford, 1997: 336). He argues that the involvement of the audience in the message design cannot be overemphasized. The audience is supposed to be the source and receiver of the message. This statement supports, to a large extent, the participatory approach to communication. The participatory approach is linked to development: “there cannot be development without participation” (Agunga, 1998: 36).

It is, however, important that not only the message but also the medium used to transfer the message when disseminating information should be chosen with care to match the context of the recipient. This is important for the understanding of the message.

The most appropriate media to be used should also depend on the audience. People should be involved in deciding what type of media they prefer. Both print and non-print media can be highly effective in disseminating development information and also for stimulating community action. Interpersonal communication skills can improve activities at all levels and enhance management, teamwork and the morale of personnel (Diouf, 1994: 5-6). Mody (1991) also indicates that the selection of suitable media will improve the effectiveness of messages.

Panford (1997: 336) advises that in order to communicate well with the rural communities, the media of communication chosen should be familiar to the audience. The choice, he declares, would depend on several factors such as the age, sex, race, occupation, education and religion of the audience (Panford, 1997: 336). Frost *et al* (1993: 214) adds cultural affiliation, socio-economic and size of the audience.

1.7 RESEARCH DESIGN

1.7.1 Introduction

A research design is actually a plan or a strategy aimed at enabling answers to be obtained to research questions (Burns, 2000: 144). This section describes in short the research approach and methods employed in undertaking the study.

A qualitative research approach was used in this study. This is because as a method of investigation, the qualitative approach tends to recognize the importance of the subjective, experiential "life world" of human beings (Burns, 2000: 11). That is, the method allows for the use of individual experiences in order to reach a conclusion on a certain issue. This approach provides avenues that can lead to the discovery of the deeper levels of personal meaning (Burns, 2000: 11).

Qualitative research leaves open the possibilities of change, asking different questions and going in the direction that observations during the research process may lead the researcher (Best & Kahn, 2003: 76). There are several research methods associated with this approach and some of those are; participant observation, archival source analysis, interviews, focus groups and content analysis.

In this study interviews and content analysis were employed as data collection methods.

1.7.2 Data collection methods

- In-depth face to face interviews were conducted with key informants, namely information officers in each of the selected departments. Anderson (1990: 222) defines an interview as "a specialized form of communication between people for a specific

purpose associated with some agreed subject matter". The method was helpful here as it provided immediate feedback, and allowed the opportunity to obtain richer data that might have not be possible in a structured interview.

- Document analysis of communication messages was done. The activity involved analysis and evaluation of documents that describe the processes of media selection and use and include documents such as inception reports or quarterly and/or annual plans of the selected departments.

1.7.3 Selection of the research population

In the Lesotho government structure a King is the Head of State. There is a cabinet of ministers that is headed by the Prime Minister as head of government. Then follows the National Assembly, Senate and Ministries that are headed by Ministers; Government Secretaries and the Ombudsman (Lesotho Government, 2005: 1).

There are several ministries which are in turn consist of departments and sections for effective operational purposes. Three government departments in Lesotho at the local community level were selected for investigation. They are:

- The Department of Health
- The Department of Social Welfare
- The Department of Labour

The two Departments of Health and that of Social Welfare are both answerable to the ministry of Health and Social Welfare, and the Department of Labour falls under the ministry of Employment and Labour.

A purposive sampling method combined with convenience sample was employed to select the specific departments. The departments mentioned above were selected because they work directly with communities at the local level in striving to enhance the people's well being, both socially and health wise. The second reason was that the departments were easily accessible to the researcher.

1.7.4 Method of analysis

Data analysis methods assist one to organise and give meaning to collected data. The qualitative analysis method was used to analyse the data collected in this study. An open coding process used in qualitative content analysis was applied. This involves grouping data together into themes by the use of codes (Struwig & Stead, 2001: 169).

1.8 DEFINITION OF TERMS

1.8.1 Introduction

This section defines the terms as they are used in the study.

1.8.2 Communication

Communication as seen by Rogers in Agunga, (1998: 35) is "the process by which two or more people share knowledge so as to arrive at a common understanding". O'Sullivan *et al* in Malan, (1998: 52) defines communication as "a process by which A sends a message to B upon whom it has an effect" and "a negotiation and exchange of meaning, in which messages, *people-in-cultures* and 'reality' interact so as to enable meaning to be produced or understanding to occur". Both of the above mentioned definitions reflect the meaning of the type of communication that the study wishes to address.

1.8.3 Information

Information as viewed by McGarry (1975: 22) is “any content that reduces uncertainty or the number of possibilities in a situation”. It is “data that have been processed into an organized, usable form” (Szymanski *et al*, 1999: 117).

1.8.4 Medium/Channel

There is a long standing debate in literature about the use of these two words. Some authors say they carry the same meaning while others make a distinction between a medium and a channel. A communication channel is defined by some as the means through which content is communicated or passed over to the audience (Nyirenda, 1998: 6). The medium on the other hand, is said to be "an intervening substance through which signals can travel as a means of communication", a "physical means by which messages are transmitted or transported between people in communication (Steyn, n.d.: 17). From the above definitions, one can conclude that while a channel is the route for the message delivery, a medium is the means for carrying the message. Because the meanings of these two terms are often confusing, they will be used interchangeably in this study, and will refer to the means through which information is delivered and accessed.

1.8.5 Communicator

The communicator, according to Nyirenda (1998: 7) is the sender of a message. It refers to a person who formulates the messages to be passed on to a target group for various reasons. This can be an extension worker, teacher, health worker and so on (Nyirenda, 1998: 5). A communicator is therefore someone who communicates messages to a target audience for specific purposes.

1.8.6 Recipient

A recipient is the person at whom the message/information is aimed. It is the receiver of the message or the communicatee (Black & Bryant, 1992: 5).

1.8.7 Development Communication

According to Agunga (1998) Development Communication is "the systematic utilization of appropriate communication channels and techniques to increase people's participation in development and to inform, motivate and train rural populations, mainly at the grassroots". It is "organized efforts to use communication processes and media to bring social and economic improvements, generally in developing countries" (Paterson, 2003: 1). Coldevin (1990) views it "as the application of existing communication technologies and media to the problems of development". All these definitions qualify for use in this study.

1.8.8 Local Government

Local government is an elected system that is directly accountable to the community. It is an organization that provides representation for local communities, local services such as roads, waste management, libraries, recreation, and community services. It is also responsible for strategic planning and development control, traffic management, animal control and public and environmental health at the local level (Adelaide, 2005: 1). In essence local government provides operational services and maintains essential public services at local level (Seeley, 1978: 1). It is the system that was chosen in Britain to enable people to look after themselves (Durham County Council, 2004). Local government is a huge provider of services such as education, environmental health and others that are meant to benefit the local communities (Ilgcareers, 2004).

1.8.9 Developing Community

The word community “can refer simultaneously to neighbourhoods, villages, districts, and even towns” (Paterson, 2003: 336). The developing community, he asserts, is one that is perceived to have no or little education, in possession of general knowledge and struggling to make ends meet.

1.8.10 Development Messages

According to Beck *et al* (2004:267) a message is an oral or written communication sent by one person to another. It is information that is sent from a source to a receiver, “a thought or idea expressed in a plain or secret language, prepared in a form suitable for transmission by any means of communication” (Wikipedia, 2005: 1a). Development as defined by (Gilbert in Fair, 1982: 1) is the promotion of the well-being of individuals or societies either as an immediate objective or a longer-term prospect. Putting the two definitions together, one may say that development messages consist of information that is meant for the improvement or empowerment of targeted individuals or societies so as to promote their well-being.

1.9 SUMMARY OF CHAPTERS

1.9.1 Introduction

The summary of chapters reflects the content of the different chapters in the study. The section indicates what each chapter contains.

Chapter 1 Introduction:

This chapter is about the general introduction to the research topic. It includes the aims and objectives, hypothesis and the research questions, the scope of research, justification and definition of technical

terms. It also includes background information on the three departments.

Chapter 2 Literature Review:

Chapter 2 deals with what has already been written on the topic of study. It analyses these writings and relate them to the topic of the study. Background knowledge on communication and development, communication theory with special emphasis on the different types of media, their advantages and disadvantages in delivering information to grass roots developing communities/audiences is provided.

Chapter 3 Methodology:

Here the research design to be used and a motivation for the choice of data collection methods are provided. Details of the procedures followed to acquire and collect data are also addressed. Data collection methods, questions, interviews, observations and the selection of the, population of the study are discussed.

Chapter 4 Data analysis and interpretation:

Data analysis methods, process and the results are discussed in this chapter. Analysed data is also interpreted or explained within the context of the research questions.

Chapter 5 Findings, conclusions and recommendations

Conclusions derived from the findings and the theoretical frameworks of the study are addressed. Recommendations, the researcher's reflections on the study and the limitations of the study are also discussed.

1.10 SUMMARY

Chapter one has introduced the study by briefly introducing the following elements of the study: Background, objectives, research questions, rationale, theoretical background, research design, definition of terms and analysis of chapters. The next chapter will be dealing with the review of the literature that is relevant to the topic of the study.

CHAPTER 2: LITERATURE STUDY

2.1 INTRODUCTION

In this chapter the literature related to the topic of study will be reviewed. Issues surrounding communication as a vehicle to economical, social and political development of communities will be looked into. Such issues include the processes to be followed in selecting appropriate media to communicate with specific local communities in order to be effective and useful to the target group. The literature on the types of media that can be used to communicate with local communities will be reviewed. Efforts to explain and define some concepts such as information, development, communication, and communication media will be made. To conclude, the researcher will give her own opinion on the appropriate media that can be used to communicate with communities at the local level.

2.2 INFORMATION, DEVELOPMENT AND COMMUNICATION

This section is going to discuss the meanings of the concepts information and development respectively. It will show how different authors view the two concepts.

2.2.1 Information

Human beings need information to survive, and the type of information each person needs depends on his or her individual needs, the level of education, type of occupation, culture, etc. (Iwe, 2003: 171). For instance, a rural farmer would need information on where, when and how to get fertilizers, pesticides, seeds and mechanical equipment, where as the researcher would need information for research purposes.

Information is extremely important in our everyday lives, because people act or make decisions based on the type of information that they have (Doyle, 1988: 10). This means that, for communities to grow economically, socially and politically, they need to be supplied with relevant information that they can easily understand and absorb. Communities need usable information in order to function efficiently and productively (Mchombu, 1996: 50). To re-iterate, Hargie & Dickson (2004: 204) declares that usable information is vital as a source of social power.

Information can be described as “any content that reduces uncertainty or the number of possibilities in a situation” (McGarry, 1975: 22). This means that information helps individuals to be in a position to make informed decisions. McGarry (1975: 22) continues to indicate that information is not only limited to facts in books and documents, but may also include emotions, facts and opinions, together with guidance and persuasion.

Szymanski *et al* (1999: 117) views information as “data that have been processed into an organized, usable form”. According to them information could be grouped into two general types, the quantitative and qualitative types. Quantitative information deals with quantities, that is, how much or how many. We may say that it represents information numerically, while qualitative information is descriptive, and describes things as they really are.

Information, it is claimed, is vital in development programmes, and its absence is identified as a source of projects’ failure in developing countries (Iwe, 2003: 169).

Heeks (2002: 2) indicates that the most important roles that information plays in development are that of:

- Processing: changing data with potential value into information with actual value; and
- Communicating: the movement of data from source to recipient.

Both these roles are crucial in the development process as they contribute towards the production of usable information for the specific audience/s. Processing deals with transforming data into usable information either manually or electronically so as to facilitate learning or decision making (Heeks, 2002: 1). Processed information is then transferred or communicated to people so that they can use it to change behaviour or empower themselves.

The importance of information in rural development cannot go unnoticed. Even the development workers have long been aware of this fact. This is seen in Iwe (2003: 169) when he declares that “Rural development experts, planners and information scientists have identified information as an important input in rural development”. Ndavi (1990) (in Iwe 2003: 169) asserts that information, as a vehicle to development, is becoming more appreciated by planners, decision makers and entrepreneurs. Camble (in Iwe 2003: 169) believes that most of the rural development programmes fail because they are planned with insufficient relevant information. As an important factor in rural development, information should be relevant to the target group. This could be achieved by identifying the needs of the rural community. According to Iwe (2003:169) needs assessment is necessary because it assists information providers to produce and provide relevant information to the target group. Such an exercise is important because “the success of rural development programmes rests squarely on the availability and use of quality information for proper planning and implementation” (Iwe, 2003:169).

While groups of people can obtain information from different types of sources such as radio and television, such information has little effect on behavioural changes, and yet that is what development aims at (Servaes, 1995: 39).

2.2.2 Development

Development as a concept is defined differently by different people. The word has both general and more specific meanings. It may be used “to cover the general social, economic and political transformations that affect countries (Gilbert in Fair, 1982: 1). On a more specific note, development “may refer to the promotion of the well-being of individuals or of societies either as an immediate objective or as a longer-term prospect (Gilbert in Fair, 1982: 1). On an individual level, development, according to Malan (1998: 51), is “the process of improving one’s material, spiritual and other conditions, usually by means of self-improvement”.

Both Gilbert’s (1974) and Malan’s (1998:51) definitions relate well to the issue of community development. Community development aims to spread the benefits of development to a bigger number of people in a short space of time (Shepherd, 1998: 58). Community development efforts are meant “to develop social roles, service programs, and organizational devices in a low income, deprived community to enable residents to deal more effectively with their own social problems” (Grosser, 1976: 203). In development the efforts of the people and those of the government should be brought together in order to improve the economic, social, and cultural conditions of communities (Grosser, 1976: 203-204).

The Marshall Plan is good example that could be noted here. By the end of the Second World War, the world economy was in disarray, due to the economic crisis of the 1930s and then by the war itself (Allen & Thomas, 1992: 222). Some initiatives were put in place in order revert the situation. One was the Britton Woods agreement which was initiated in July 1994 to. The initiative gave birth to international institutions such as the International Monetary Fund (IMF), World Bank, United Nations (UN) and GATT. These institutions still have a considerable influence in developing countries even today (Allen and Thomas, 1992: 222).

Another effort towards restructuring in the aftermath of the Second World War was the Marshall Plan. The Marshall Plan suggested “that the European nations set up a program for the reconstruction of Europe, with the United States assistance (Library of Congress, 2005: 1). The Marshall Plan was developed by the participating European states in July 1947, and operated for four fiscal years (Wikipedia b 2005: 1). “By the time the plan ended, the economy of every participant state, except Germany, had grown well past pre-war levels” (Wikipedia b, 2005: 1). The plan was seen as one of the first elements of European integrations because it did away with tariff trade barriers and set up institutions to coordinate the economy on a continental level (Ibid). The purpose of the plan was the desire to end the problems that Europe was faced with then.

While some historians question both the motivation and the effectiveness of the plan, others “still see it as a positive and highly successful operation” (Wikipedia b, 2005: 1). The Marshall Plan, even though meant for Europe, had influenced restructuring programs in the Third World. Development after the Second World War was associated with the Third World. It was only after several developing countries had

been freed from their colonial masters, when it was realized that most former colonies were not in a position to provide for their people's needs (Kamlongera, 2004). Plans were made to curb the situation, and the process of resolving the problems was termed development (Kamlongera, 2004). Most of the efforts that were meant to improve the poor status of the developing countries such as aid and provision of modern technologies failed, and this was due to the fact that post-World War development efforts made several wrong assumptions about development. One such major assumption was that "following linear stages of development by those trailing behind would ensure economic growth" (Morales-Gomez & Melesse, 1998: 9). The developed countries assumed that developing countries could be taken out of their miseries by following the steps that were followed in building up the developed countries. Those included increase in the number of industries and use of technology to increase production. When the situation in developing countries did not improve some development theorists began to question the feasibility of these approaches.

In trying to find the sources of failure, it was established that a lack of knowledge and poor communication were some of the sources of failure (Diouf, 1994: 1; Kamlongera, 2004). Initially communication in development was seen as a means through which benefactors could change the lives of beneficiaries (Kamlongera, 2004). Some of the early communication theorists such as Wilbur Schramm and Daniel Lerner believed that mass media would bring education, essential skills, social unity and the desire to modernize the developing communities and countries (Paterson, 2003: 1). These theorists saw mass media as the answer to all problems facing the developing countries, ignoring other aspects such as culture, language and resources.

In the 1970s and 1980s a new paradigm of development emerged. In this new view of development, communication is seen as an important catalyst for change (Paterson, 2003: 2). The approach has shifted from economic growth to meeting basic needs of the societies. Servaes (1995: 39) contends that “(M)ass Media are important in spreading awareness of new possibilities and practices, but at the stage where decisions are being made about whether or not to adopt, personal communication is far more likely to be influential”. In other words mass media could only influence change, but cannot bring it about.

2.2.3 Communication

What then is communication in relation to development?

Despite the fact that the words “communicate” and “communication” are used in everyday conversation, they are still not easy to define. Communication is sometimes defined as a process of exchanging information usually through a common system of symbols (Wikipedia a, 2005:1). It is seen by some communication theorists as a linear (one-way) process.

Sapir in McGarry (1975:14) breaks communication up into two parts: “explicit” and “implicit” communication. Explicit communication is mainly concerned with the use of language to gain a common understanding among people. Implicit communication, on the other hand, “is the unconscious assimilation by individuals of ideas, beliefs [sic] and values of their culture and the way in which they influence behaviour and attitudes” (McGarry, 1975: 14). It is the type of communication that is spontaneous, and makes individuals in the same community behave or respond to things in a similar way.

(Beck, Bennett & Wall, 2004: 266) view communication essentially as a social affair which involves a host of different systems of communication

that render man's social life possible. Use of different types of communication systems help as people understands one system of communication better than the other.

Steinberg (1995: 4) agrees that communication can be viewed in different ways and mentions the technical, meaning-centred as well as transactional views of communication. The technical view of communication attempts "to identify ways of increasing clarity and accuracy of the message and concentrate on improving the tools and techniques that promote efficient communication" (Steinberg, 1995: 4). "From a technical point of view, communication can be defined as the sending and receiving of messages, or transmission of messages from one person to another. This approach does not concern itself with issues such as whether a message is understood by the receiver or not, and whether there is any feedback, but on how that message has been transmitted from sender to the receiver.

The issue of the feedback is, however, addressed by the meaning-centred view of communication. This type of approach involves the transmission or delivery of messages and includes interpretation and meaning of messages. This view considers communication as a vital and necessary component of human existence. Theorists of this view concentrate on issues such as: what motivates people to communicate in the first place, how they give meaning to each other's messages, what happens between them during communication, and how they use language to create and exchange meaningful messages" (Steinberg, 1995: 4-5).

The third view, is the transactional view of communication that can described as a process in which those communicating are all "responsible for the outcome of the communication encounter, as they

transmit information, create meaning and elicit responses" (Steinberg, 1995: 6). Its main focus is to create quality relationships (Steinberg, 1995: 6). From this view, communication is "a transactional process of exchanging messages and negotiating meaning to establish and maintain relationships (Verderber in Steinberg, 1995: 6).

When communicating, people normally "assume that a message will hit the spot with the receiver, leading him in the desired direction or bringing about the desired course of action" (Sadler & Tucker, 1981: 5). That is, people assume that what they have communicated or passed onto another person will be well understood. This is not always the case, and because the success and failure of communication is difficult to ascertain, communication theorists have designed communication models that assist individuals to better understand the processes of communication.

2.2.3.1 Models of communication

A model is a structure of symbols and operating rules that are meant to match a set of relevant points in an existing structure or process (Wikipedia c, 2005: 1). It may be defined as "a simplified representation or template of a process that can be used to help understand the nature of communication in a social setting" (Wikipedia c, 2005: 1). According to McQuail & Windhl in Price (1996: 38), a model of communication is "a consciously *simplified description in graphic form* of a piece of reality". A communication model therefore can be viewed as a simple structure to help people understand the meaning of the word communication.

There are different types of communication models, and their main purpose is "to capture the essential features of a real situation in a simplified form so that it can be described, explained and understood more easily" (Steinberg, 1995: 22). The models assist people to see

the process of communication more clearly, and reflect the views of communication by a particular theorist (Ibid).

According to Price (1996: 38) there are two main features that differentiate models of communication into structural or functional models. The structural models are those that usually represent the statistical nature of an object, while functional models are the ones that “show the forces in an event, as well as the parts, actors or contexts involved in communication”. The later models must represent the dynamic elements of communication such as, the direction taken by messages and the responses thereafter (Price, 1996: 38).

Early communication theorists such as Shannon and Weaver saw communication as a linear process in which messages are formulated by the source and sent to the receiver (Beck, Bennett, & Wall, 2004: 36). The simplest models of communication are those that involve message, sender, and receiver. The examples of such models are the models in which the famous Lasswell’ formula features and where questions such as “**Who** says **What**, in Which **channel**, to **Whom**, with what **effect**” are asked. Another example is the Shannon and Weaver model that include an “*information source*, the *message*, the sender or *transmitter* who supplies the message, the *signal*, a *receiver* of the message, and the *received signal*” (Price, 1996: 39). The two models are criticized as representing a linear, one-way process (Ibid).

McQuail in Price (1996: 42) views communication as process of the sending meaningful messages from one person to another. According to him, all types of communication have the common features of a communicator and a receiver. McQuail sees the relationship between a communicator and a receiver as “a mutual awareness, or orientation of

one to another”. In this vein Price (1996: 42) argues that human communication should have the following elements:

- an intention, especially on the part of the communicator;
- an external referent – what the message is about;
- a common language and some sharing of experience; and
- an indication of some activity and change of state as a result of the act.

The idea that communication actually involves a relationship of sharing is further discussed in the transactional model of communication. The transactional model of communication tries to represent the complexity of the communication process. Unlike the models previously discussed, the transactional model shows that communication does not only involve the transmission of messages from one place to another, nor is it simply an interaction between two people or more people, but “a dynamic process in which both participants are actively engaged in encoding, transmitting, receiving and decoding messages” (Steinberg, 1995: 33). Communication in this model “is seen within the context of a relationship between two participants, who are simultaneously involved in the negotiation of meaning (Steinberg, 1995: 34). This would be the type of model that could be considered in development communication as it encourages active participation of all involved in a communication process.

The transactional conceptualization of communication emphasises the dynamic and changing nature of the communication process (Hargie & Dickson, 2004: 16). According to the transactional model of communication, communicators involved in communication process affect and are affected by each other, in a system of reciprocal influence (Hargie & Dickson, 2004: 16). The sender and receiver of the message are in the same business and what one is doing will eventually affect

the other. The concept of transaction therefore focuses mainly on exchange and interpretation of messages. The term transaction is therefore defined by Beck, Bennett & Wall (2004: 78) as “two or more people who mutually and simultaneously:

- take one another into account;
- figure out their roles; and
- conduct their interaction by a set of rules”.

All the above-mentioned aspects are vital elements necessary to community development projects as they contribute towards effective communication. For instance, when people work together, they have to realize the importance of one another and their experiences so that experiences can be easily exchanged and responsibilities allocated accordingly. Rules and regulations should be set down as guiding principles for the group for the sake of progress and discipline. The value of the term transaction is that one is committed to something, that something has been exchanged (Beck, Bennett & Wall, 2004: 94). In other words the transactional model of communication encourages participation and involvement of all parties.

2.3 DEVELOPMENT COMMUNICATION

2.3.1 Introduction

In the previous section, the two terms, development and communication were discussed separately. In the field of Development Communication these two concepts are integrated. In the section that follows aspects of the theoretical framework of Development Communication as it relates to this study will briefly be discussed.

Development communication as defined by Paterson (2003: 1) refers to “organized efforts to use communication processes and media to bring

about social and economic improvements, generally in developing countries". Malan (1998: 51) views it as "all forms of communication that are used for improvement of an individual, community or country's material, cultural, spiritual, social and other conditions". It is "shifting away from 'technology transfer,' 'adoption and diffusion processes,' and other 'one-way, top-down communication techniques'" (Richardson, 2003: 1).

Kamlongera, (2004: 5) argues that communication for development is first and foremost about struggling to understand the community. This he says is done "in order to achieve the balance between acquisition of the basics of its life, its own understanding of the need for the balance and its readiness to want such an acquisition". He views it as a way of making people "understand what others have defined as development as well as a means of getting the former to accept and adopt the latter's views". In other words, Communication for Development is about understanding what the needs of the community are, and whether the community is involved in the planning and implementation processes of the activities that concern them.

The field of Development Communication emerged in the 1950s. It was during that time that radio and television were seen as appropriate tools that could bring about dramatic development progress in the developing countries (Paterson, 2003: 1). Early communication theorists thought that mass media could bring education, essential skills, social unity, and the desire to 'modernize'. They assumed that exposure to Western media would make people appreciate the western culture and wish to do away with theirs (Paterson, 2003: 1).

These early approaches were full of contested assumptions. It was believed that "obstacles of development were ... rooted in developing

countries", and that, modernization was to be a prerequisite for meeting human needs (Paterson, 2003: 1). Mass media was seen as having a potential to reach huge audiences (Kamlongera, 2004: 8). The approaches saw development "as a top-down process, whereby centralized mass media could bring about widespread change" (Paterson, 2003:1).

The decades 1970s and 1980s, experienced a new paradigm of Development Communication. The new approaches came as a result of people's concerns about the top-down approach of development. The top-down development approach was found to be destructive to developing countries because it under-mined "indigenous knowledge, beliefs and social systems" (Yoon, 2003: 2). It was realized that earlier approaches did not take people's needs into consideration (Paterson, 2003:1). The producers of development media during that time did not bother to find out if the audience could understand and act upon the received messages (Ibid). The reactions to the reigning communication approach were influenced and supported by a similar movement in development theory: away from a top-down development approach to various participatory approaches.

2.3.2 Participatory communication

Participatory approaches to both development and communication emphasize the importance of cultural identity, democratization of local communities and participation at all levels, that is, internationally, nationally, locally and individually (Servaes, 1995: 45). Freire in Servaes (1996: 45) declares that it is the right of everybody, whether individually or collectively to speak their word. He asserts that participation should not be "the privilege of a few men, but the right of every man". Freire (1983: 76) in Servaes (1996: 45) argues that at the end of the day, "no one can say the true word alone, nor can he say it

for another, in a prescriptive act which robs others of their words". This means that community members should be given opportunities to express their views openly without being forced to accept what others say. It "stresses reciprocal collaboration throughout all levels of participation" (Servaes, 1995: 45). The participatory approaches of Communication for Development can facilitate dialogue and exchange of knowledge and information; can increase a community's knowledge base (both indigenous and modern) and promote and develop awareness in policy makers, authorities and service providers (Ramirez & Quarry, 2004: 3). Participatory Communication therefore, underlies all social change. It is important in the sharing of information, knowledge, trust, commitment, and the right attitude in the development process (Servaes, 1995: 45).

There is, however, "no recipe ... for a ... (successful) participatory communication approach. These "approaches will vary according to different geographic conditions, societies, cultures and environmental conditions" (Ramirez & Quarry, 2004: 15). Different participatory communication approaches can be used to facilitate different functions. For instance, a book may be used for entertainment as well as information sharing (Ibid.). In the same token, radio can be used to convey information but also as a platform for debate, dialogue and discussion. The only prerequisites are that when these approaches are used for communicating, the messages they contain should be needed by and well understood by the audiences.

Because there is no one-size-fits-all participatory approach, there exists a controversy about the definition of the concept participation. The main controversy emanates from what exactly encompasses or makes participation (Nyirenda, 1998: 142). Nyirenda, (1998: 143) claims that there are two main types of participation, namely, genuine and pseudo

(insincere). The genuine type is characterized by empowerment and cooperation of members, while pseudo- participation is the direct manipulation of members of the community by planners and decision makers (Nyirenda, 1998: 144). True participation should include a honest intent of involving people who are at the centre of development in shaping the process of development (Yoon, 2003: 2). According to Yoon (2003: 3) there are generally four different ways of participation:

- Participation in implementation: This is where people are encouraged and influenced to take part in actualization of projects.
- Participation in evaluation: People have a right to critique the successes or failures of project after completion.
- Participation in benefit: People are the beneficiaries of the project.
- Participation in decision-making: People initiate, discuss, conceptualize and plan activities they will all do as a community.

It is, however, important that not only the message, but also the medium used to transfer the message in the dissemination of information, should be chosen with care. This should be done in accordance with the context of the recipients since it will influence the comprehension of the message.

2.4 COMMUNICATION MEDIA

2.4.1 Introduction

Since this study's focus is on communication media, the role, nature and place of communication media in the participatory communication paradigm will be discussed in the following section.

2.4.2 Media defined

According to Nyirenda (1998: 6) a medium of communication is the means through which content or a message is passed to the target audience. It is a particular means of conveying the message (Hargie & Dickson, 2004: 14). Talking or writing, using pictures, charts, drums, costume or a combination of some of these, can *inter alia* function as communication media.

2.4.3 The role of the medium in the communication process

It is believed that “the medium is the message”; that the sensory context of a medium’s use creates a condition that predetermines the way messages using media would be received (ITU, 2003: 1). That is, the media has an influence on the way messages are received. Media help people at different levels to understand different types of messages. Nyirenda (1998: 25) argues that “there are certain messages that can be understood better by one type of media than another”. Hargie & Dickson (2004: 15) talk about the richness of the media. “They declare that media differ in the richness of information that they carry”. They give an example of a face to face talk that it “provides a greater richness of social cues and fuller experience of the individual than e-mailing” (Hargie & Dickson, 2004: 15). The above arguments confirm McLuhan’s theory that “The medium is the message” (McLuhan, 2003).

Some theorists argue that “the message must be valuable and the medium incidental” (ITU, 2003: 1). They view content as the key in communicating, while the means used to convey it are seen as “incidental” (ITU, 2003:1). The proponents of the latter view argue that the media are just carriers of the messages “much like grocery trucks carrying vegetables” (WHO in McLuhan, 2003). This group of scholars does not find media as important as the content that they carry. To them, what is important, is the food and not the dish that is carrying that

food. Clark in (ITU, 2003:1) declares that there are no learning benefits that are gained from employing any specific media. This means that the medium is just incidental, while the message must be valuable. According to this researcher, both content and medium are important for a message to be well understood by the recipient. It is therefore vital for both to receive serious attention in any communication event.

2.4.4 Types of media

The original medium of communication is interpersonal communication. This refers to face-to-face communication. Interpersonal communication as defined by Steinberg (1995: 37) is the type of communication that occurs between two or more people in a face to face situation. The interpersonal medium is augmented by various other communication media that have evolved through the ages.

There are as many typologies of communication media as there are communication theorists. Khouri (1999: 2), for example, distinguishes between:

- The electronic and mass media under which he categorizes television, radio, film, video, audio cassettes, theatre music, Internet, e-mail and others.
- The printed media under which he places newspapers, magazines, newsletters, books, leaflets, brochures, flyers, educational materials and others.
- Word of mouth which he typifies as speeches, lectures, talks, tribal gatherings, gossip, etc.

The list of potential communication media goes on to include public spaces and actions: street signs, billboards, painting on the walls, t-shirts and hats, street banners, flags, sit-down strikes, demonstrations, charity walks and others.

Fiske (in Hargie & Dickson 2004: 14) groups media into three types, namely, presentational media, which include voice, face, and body; representational media which include books, paintings, architecture and photographs, and technological/technical media which include television, radio, compact disks, telephone, Internet and others.

Presentational media is crucial to interpersonal communication. It the type of media used in presentations to illustrate, complement or regulate speech (Brydon & Scott, 2005:1). According to Hargie & Dickson (2004: 14) this type of communication differs from nonverbal communication in that the participants engaged in it are able to continually provide feedback or respond to each other's messages (Steinberg, 1995: 36). For instance, when a person is reading a book, or listening to the programme on the radio, and is not sure about something, he/she cannot ask for clarification and get immediate response, as would be the case in a face to face communication situation. If properly used, presentational media can make a difference in communication (Brydon & Scott, 2005: 1).

The representational type of media includes both print and none print media. Printed media of this type cover, amongst others, books, newspapers, posters, pictures and charts. Under non print media channels like drama, theatre, radio, television and others fall.

Technological or mechanical media is another medium that Paris (2005: 1) views as being responsible for cultural changes. He asserts that the cultures of societies are affected by the type of media that they employ. Technological media are advances in the technology of medium that could change cultures (Paris, 2005: 1). Examples here are the Internet, e-mail, television and others.

Fiske's categorization of media into presentational media, representational media and technological/technical media is useful in discussing communication in development projects, and will be used in this study.

2.4.5 Appropriate media for development communication

There is no difference in deciding on an appropriate medium in a developing context than in any other communication situation. Selecting the most appropriate medium depends on the target audience. To ensure that the most suitable medium is selected the target audience should be involved in deciding on the type of media they prefer. The selection of a medium is, as seen above, extremely important since it is assumed that a suitable medium will improve the effectiveness of the communication process.

Basically any medium can be used in a developing context, given the specific situation. Both print and non-print media can be highly effective in disseminating development information and also for stimulating community action. Interpersonal communication can improve activities at all levels and enhance management, teamwork and the morale of personnel (Diouf, 1994: 5-6).

Leach's research (1999) in Kwazulu Natal has proven that any type of media can be used in Development Communication. This research explored the different types of media that NGOs use to communicate with local communities. The results indicated that the rural television network, videos, movies, public service programmes that were shown over the television screens located in the rural trading stores, and workshops were amongst the media used. The research established, however, that oral media was the most acceptable medium for the target audience (Leach, 1999).

According to Panford (1997: 336) the success of the communication process depends on how well the "designers of the mediated production listen to their audience" (Panford, 1997: 336). The involvement of the audience in message design cannot be overemphasized. Panford (1997: 336) argues that the audience is supposed to be both the source and the receiver of the message. This statement supports, to a larger extent, the views of the proponents of participatory communication when they declare: "there cannot be development without participation" (Agunga, 1998: 36).

2.4.6 Media selection

Given the big selection of available media how would one decide on which medium to choose in a given situation? The choice or selection of appropriate media depends on the communicator's goal, type of audience, and the resources available (Khouri, 1999: 2).

Daft & Lengel, 1988, as well as Rice & Love (in Balls, 1997) indicate that choice of media can, for instance, be influenced by the richness of a medium. Richness of a medium is determined by the audience's ability to provide immediate feedback and social presence. The authors define social presence as a communication exchange that can be described as social, warm, personal and sensitive. Balls (1997) considers face-to-face communication as the richest media, followed by the telephone, electronic mail and written word. The richness of the face-to-face communication lies in the participant's ability to receive immediate feedback through both verbal and non-verbal cues (Balls, 1999).

The receiver's social environment is yet another factor that influences the choice and use of media. Situations determine the receiver's

communication media choice, and they will select those that are appropriate to their situation. The receivers' perceptions of their environment and place within the social structure are other factors that also influence the choice of a medium. The media used at home may, for instance, not be appropriate for use at public gatherings (Balls, 1979).

Panford (1997: 336) advises that in order to communicate well to the rural communities, the media of communication chosen should be familiar to the audience. Factors to be considered in this regard include issues like sex, age, race, occupation, education and religion of the audience. Frost *et al* (1993: 214) add that cultural affiliation, socio-economic factors and size of the audience also influence the selection of a medium. It has been established that the single most important factor when selecting a medium for development communication is to know the audience well (Panford, 1997: 336).

(Nyirenda (1998: 27) discusses how communication media should be judged by their relevance and effectiveness. He suggests that the following should be borne in mind when using a medium to communicate a message:

- Each medium has its own characteristics.
- A communicator cannot communicate to everybody effectively by using only one medium.
- The real event or object is a more effective communication medium than any representation like a picture or any other visual image.

MacLuhan (2003) argues that, choosing a medium for a message is mainly a question of "common-sense answers to the common-sense questions posed in the analysis and design". He warns that "all media

can be effective communication channels” and that “choosing a media for communicating should be “an outgrowth of design; based on effective, not affective, choices”.

2.4.7 Message design

Message design is described by (Panford, 1997: 336) as a “ ... key factor in the whole communication process if behaviour change is to be obtained”. Different media should all be treated differently even though they all serve a common purpose which is to inform, instruct and persuade (Carstens, 2003: 5). For instance the same content used in a visual or audio medium will be differently used and designed.

2.4.8 Media design

Various authors suggest various procedures to follow in order to ensure that the most appropriate medium or media is selected and the content packaged or designed optimally. MacLuhan (2003) describes a generic process which he calls “ADDIE”. This is an acronym for “Analyze, Design, Develop, Implement, and Evaluate”. These steps are described as follows:

Analyze. The problem is identified, the learner/audience profile is compiled and the communication objectives are defined.

Design. The suitable medium or media for the content is selected and structured.

Develop: The materials are developed.

Implement. The materials are pre-tested and distributed.

Evaluate: This involves the post-testing of the materials/messages to find out if they were effective

He summarizes this model in six rules namely:

- identify the needs/audience;
- focus on the message/content;

- develop a “treatment” of the content after having chosen the medium;
- produce the message;
- distribute the message; and
- measure the communication success.

Panford (1997: 336) suggests that the following seven steps may be considered in designing a message:

- **Needs assessment:** The community needs must be assessed in order to identify areas of needs.
- **Idea development workshop:** A workshop to discuss appropriate messages should be held. The workshop should bring all the stakeholders together. Participants should make contributions regarding appropriate messages, pictures, settings and others. These should be compiled and given to the artists after the workshop.
- **Prototype sketches and message formants:** This is the stage where the artists develop preliminary sketches and messages.
- **Review workshop:** After receiving the preliminary sketches, a second workshop that brings together the initial participants should be held to review the sketches and make the necessary corrections.
- **Review prototypes:** All necessary corrections are made by the artists.
- **Pretesting or input evaluation:** The prototypes are here tested on a sample of the audience to find out whether the chosen approach is working.
- **Mass production and distribution:** This is the final stage where mass production and distribution is done. The materials are at this stage sent out to communities for their consumption.

Panford (1997: 337) advises that, the real power should be given to the community or audience at every step of the way, more so, on idea development and pretesting.

Mody (1991: 55) views the message production for distribution through media as an industrial process that is composed of interrelated steps. She claims that message design procedure will always be the same, irrespective of its purpose, cost or the size of the audience (Mody, 1991: 10). Mody's model/procedure of message design consists of eleven stages:

- **Learn everything about the topic:** The topic must be thoroughly investigated so that the audience should not be misinformed.
- **Observe the lifestyles and values of different segments of the audience to help decide how to communicate:** It is important for the producer to know his/her audience well so that he/she can choose the media that will best communicate to all of them.
- **Dialogue with the audience on what each segment already knows, feels, and does about the topic:** It is vital to talk about the audience's present knowledge, beliefs, images, misconceptions, legends, attitudes, and behaviour. This will help to capitalize on what works locally and on what is native to the community.
- **Write down the objectives on what the impact on the audience should be and how the success of the communication should be measured.** The producer should ask him/herself as to what objective a message is striving to achieve.
- **Choose which channels and what frequency of exposure is required to reach the objective.**

- **Design a creative-persuasive strategy to package the message.** Information collected about the audience's media habits and information needs should serve as a guide in selecting the most appropriate presentation style.
- **Write specifications for every message, describing its goal, content, and recommended format/treatment.** The exact purpose of the message, its content and the format of the message should be considered so as to make sure that the audience will understand it.
- **Pretest the creative-persuasive strategy on a sample of the audience to find out whether the chosen approach is working:** This suggests that materials to be used should be tested so as to check if it suits the audience.
- **Modify the message design according to the pretest findings and then proceed with final production:** The problems that have been identified during the pretest should be modified before continuing with mass production.
- **Monitor physical exposure, attention, comprehension, and implementation levels after message distribution begins:** The information obtained here will help to indicate whether the decisions that have been made during the design process were correct.
- **Evaluate whether the message is achieving its knowledge, feelings and behaviour goals:** This is an analysis where the impact of the program in relation to its development goals is assessed.

One may here conclude that the processes of selecting and using media are in essence the same, but are approached from different angles by different theorists. The literature has proven that there is not one best media to use. The use of a medium depends on different

aspects of communication such as the aim of the communication, the target group, resources, culture, language and others.

2.5 CONCLUSION

The literature indicated clearly that the same medium of communication could be used for different purposes, and that different groups of audiences would need different types of media. Gagne & Briggs (in Nyirenda 1998: 26) contend that there is indeed no single medium that is likely to have properties that make it best for all purposes. This is true, as different situations would need to be treated differently. For instance, a literate audience may be bored by the use of pictures when communicating with them. Macdonald (in Nyirenda, 1998: 27) also asserts that "there is no medium which is the best for all circumstances, there are simply appropriate media for each circumstances [sic]". Nyirenda (1998: 27) suggests therefore that, one or more media may be necessary for each common objective to be achieved.

The study has identified several message design procedures, and found that the common factor in all of them is the need to work with the audience from the beginning of the process. Needs and audience assessment came out clearly as the most important factor in the process of media design. It seems that all these processes can be effective as long as they are followed carefully and completely.

2.6 SUMMARY

This chapter has discussed what communication theorists have to say about communication as an aspect of development. Different concepts that relate to communication and development were highlighted and discussed. Information, development communication and its different

models were defined and discussed. Communication media, types of media and their role in development communication were looked into. Different ways of selecting and using the different types of media were discussed. An attempt to indicate which media are appropriate for development was also made.

The next chapter will look into the research methods that are going to be used in this study in attempting to find answers to the research questions defined in Chapter 1.

CHAPTER 3: METHODOLOGY

3.1 INTRODUCTION

In chapter 2 a review of the literature relevant to the study was done. The purpose was to establish what the available literature says about communication media in general and in particular its use in communicating with local communities in a developmental context. This chapter attempts to show how the data required to answer the research questions of the study have been collected. Methods and techniques of data collection are mentioned and defined and their relevance to this study is motivated.

3.2 RESEARCH METHOD

The research method is described by Anderson (1990: 81) as “an approach to addressing a research question or problem” It is “the how of the collecting data and the processing thereof within the framework of the research process” (Rakhapu, 2002: 53).

In this study a qualitative research approach will be followed. Qualitative research is mainly concerned with how people interpret their experiences, how they construct their worlds, and what meaning they attribute to their experiences (Rakhapu, 2002: 54). It is "primarily concerned with an in-depth study of human phenomena in order to understand their nature and the meanings they have for individuals involved" (Cormack, 1995: 117 in Rakhapu, 2002: 5). Charles (1995: 21) asserts that qualitative research “explores traits of individuals and settings that cannot easily be described numerically”. He goes on to indicate that, information collected through this type of research is largely verbal.

The researcher has chosen this method in this study because of the above-mentioned qualities that are associated with it. The nature of this study is such that in-depth information from the experiences of the respondents plays a major role.

3.3 DATA COLLECTION

The methods of collecting data in qualitative research studies are mainly of two types, namely primary and secondary data (Struwig & Stead, 2001: 80). The methods of collecting primary data include interviews, focus group discussions, observation and unobtrusive measures (Struwig & Stead, 2001: 98), and can be classified as raw data. Secondary data are data that have already been collected and can include statistics, written documents such as books, theses and articles, reports and others. Both primary and secondary data collection methods have been employed to collect data in this study.

This next section therefore discusses the different types of sources that have been used to collect primary and secondary data.

3.3.1 Primary data collection: Interviews

Anderson (1990: 222) defines an interview “as a specialized form of communication between people for a specific purpose associated with some agreed subject matter” and Best & Kahn (1993: 199) describes the purpose of interviewing is a way “to find out what is in or on someone else’s mind”. During an interview the respondent provides the required information orally in a face-to-face situation with the interviewee instead of in writing (Best & Kahn, 1993: 251). The advantages of using interviews when collecting data are:

- personal contact with informants;

- an opportunity to obtain large amounts of inexpensive and contextual data quickly;
- the possibility to receive cooperation from the research subject and immediate follow-up data collection for clarification and omissions;
- an opportunity for discovering complex interconnections in social relationships;
- data collection in a natural setting; and
- obtaining data by non-verbal communication.

Interviews are methods of data collection that can generate substantial in-depth qualitative information usually from a small number of respondents, hence its relevance to this study. An interview schedule was used during the process.

3.3.2 Secondary data collection: Document Analysis

Valuable data for the research practitioner can also be found in documents. "Documents provide the researcher with facts pertaining to the subject, and serve to illuminate the purposes, rationale and background history of the topic, event or subject of the investigation" (McKernan, 1996: 148). Document analysis involves the process of going through the documents in order to find out the facts as they pertain to the topic or subject of research. Document analysis can also be done as a prelude to further enquiries such as interviewing or participant observation (McKernan, 1996: 148). The process of document analysis, as viewed by Bell (1999: 113-114) involves a rigorous analysis of contents of a document so as to answer the following questions:

- What kind of document is it?
- What does it actually say?
- Who produced it?

- What was its purpose?
- When was it produced, and under what circumstances?
- Is it typical or exceptional of its type? and
- Is it complete?

Relevant documents from the selected government departments were therefore explored in order to fully understand what their aims and objectives are in so far as the communication media is concerned. These documents were analysed in order to supplement and or verify some of the information obtained through interviews.

3.4 POPULATION SAMPLING

The research objective of this study is to investigate the type of media used by the following three Government Departments in Lesotho at the local community level have been selected for investigation. They are:

- The Department of Health
- The Department of Social Welfare
- The Department of Labour

These departments have been selected by purposeful and convenience sampling. Purposeful sampling is also a non-probability sampling technique and is used to select a sample that can serve the real purpose of the researcher (Burns, 2000: 245). It is a sample of “information rich participants”, who “manifest the researcher is interested in” (Struwig & Stead, 2004: 122). Convenience sampling is a non-probability sampling technique used to carry out research on conveniently accessible respondents (Burns, 2000: 465). The reasons for choosing convenience sampling can include insufficient funding and time constraints (Burns, 2000: 92).

The first reason for selecting these departments was because they work directly with communities at the local level in striving to enhance the people's wellbeing both socially and health wise. The second reason was that the departments were easily accessible to the researcher.

Purposeful and convenience sampling were also used to choose the participants at each department for interviews. The selections of the subjects to be interviewed were determined by the departments concerned together with the researcher and were selected because of the knowledge about the media used based on their positions in the departments as well as their availability and accessibility. .

3.5 RESEARCH PROCESS

This section is going to discuss the actual data collection process. Problems that were encountered during this process will also be mentioned.

3.5.1 Interviews

An interview schedule was compiled based on the research questions. The interview schedule was to provide guidelines by which the in-depth interviews were to be conducted. The interview schedule served merely as guideline to facilitate the interview. Additional questions were asked (probing was done) if the responses did not satisfy the interviewer. The interview schedule is presented below:

1. Which media do you use to communicate with people at community level?
2. Why have you chosen these media?
3. Who selects the media?
4. What procedures do you follow when selecting the media?
5. What procedures do you follow when designing the media content?

6. Why do you follow this specific procedure?
7. Do you use the same kind of media for all the people you communicate to? Please explain.
8. Why do you think the media you use are effective/ serve your purpose?
9. What are the main messages that you communicate to the people at community level?
10. How do you make sure that you provide the information that your audiences need?
11. How do your audiences respond to the media you use?
12. Do you think there is room for improvement with regard to the media that you are using? Motivate.

One person from each department was interviewed. The people who were interviewed were those who are in management positions at the information sections of the departments. The interviewees were:

- Mr. K. Ntoampe, the chief education officer in the Department of Health;
- Ms. R. Tsunyane, the principal social welfare officer in the Department of Social Welfare; and
- Mr. T.P. Nchai, labour broadcasting officer and acting sectional head in the Department of Labour.

After having identified the participants, a consent form was signed by the interviewees and the researcher. Since all the interviewees were also the heads of their sections, it was not necessary for the researcher to seek permission from a higher body.

The Department of Health was visited on the 1st of November 2004. The concerned official was not available. On the 2nd of November the researcher met the chief education officer (Mr. Ntoampe) who is the

head of the section in the Department of Health. The researcher introduced herself and gave a brief explanation of what the study is all about. Mr Ntoampe was asked whether he would participate in the study. The chief education officer agreed to participate in the study and an appointment was made for the 28th of November, 2004.

During the interview the interviewee was introduced to the topic. The researcher used the interview schedule to direct the conversation between her and the interviewee. The interview went smoothly and the interviewee gave the interviewer some documents to read at the end of the interview. Both agreed to keep in touch in case there was something that needs to be clarified. At the end of the interview the researcher thanked Mr. Ntoampe for his time and contribution.

The same procedure was followed for both the Departments of Social Welfare and Labour.

An appointment with M. Tsunyane, the principal Social Welfare officer in the Department of Social Welfare was initially made for the 17th of November 2004, but due to unforeseeable circumstances on the part of the participant the meeting did not take place. The meeting finally took place on the 12th of January, 2005. The same procedure was followed, and the participant promised to provide some documents later.

The official of the Department of Labour who initially agreed to take part in the research went on long leave and was not available. Finally Mr. T.P. Nchai who is labour broadcasting officer and acting sectional head in the Department of Labour agreed to participate, and a new consent form was signed. The interview with him was finally held on the 13th of January, 2005. Here also the same procedure was followed and the researcher received departmental newsletters at the end of the meeting.

3.5.2 Document analysis

The purpose of the document analysis was to investigate the official policies and practices of the various departments with regard to the communication of information to the local communities. The interviewees were asked to provide the researcher with documents that could help to come to a clear understanding of the departments' communication policies with specific reference to media selection and use in communication with local communities.

The following is the list of documents that were obtained and evaluated:

From the Department of Health:

- NTOAMPE, K. (n.d) *Health education operational definitions*. Maseru. This document explains the operational terms as used by the department.
- NTOAMPE, K. (n.d) *The Lesotho health promotion service*. Maseru. In this document a brief history on how the department was established e.g., its objectives and health strategies in the country is described. It also touches on the type of media used by the department and how they are developed.

From the Department of Social Welfare:

- GOVERNMENT OF LESOTHO. 2002. *National social welfare policy*. Maseru. The national social welfare policy of the government of Lesotho discusses several issues that are the responsibility of the Department Social Welfare. It covers the mission and vision of the department and different policies that affect its clientele. Capacity building issues are also discussed.

From the Department of Labour:

- LESOTHO GOVERNMENT. 2005. *Ministry of employment and labour*. Maseru. The policy document of the ministry of Employment and Labour has fifteen objectives. The Department of Labour is charged with several responsibilities that address the objectives of the ministry. This document has been accessed from

the Ministry's web site at
http://www.lesotho.gov.ls/mnobjective/prg_employ.htm

- MINISTRY OF EMPLOYMENT & LABOUR. 2002. *Labour forum*. Maseru.
- MINISTRY OF EMPLOYMENT & LABOUR. 2003. *Labour forum*. Maseru.
- MINISTRY OF EMPLOYMENT & LABOUR. 2004. *Labour forum*. Maseru.

Labour forum is a newsletter that is used by the Department of Labour to communicate with the work force. It is a quarterly newsletter that is produced by the Ministry of Employment and Labour. Its purpose is to provide education and information to employers, workers and other stakeholders on various labour matters. The newsletter is written in both Sesotho and English. One may need to explain that the Ministry of Employment and Labour is made up of two departments, that of Labour on the one hand, and Employment on the other.

The documents were read and analysed by comparing what is written in the documents to the information obtained from the interviews. This exercise was done to determine whether the information about communicating messages to local communities, supplied by the interviewees conformed to the information contained in the documents. In this manner the data was validated.

3.5.3 Problems encountered during the data collection process

The continuous absence of the officials of the Departments of Social Welfare and Labour delayed the process of data collection. The intention was to use the months of November and December to collect data but due to the above mentioned problem, that could not be achieved.

3.6 DATA ANALYSIS

During or after the data have been collected, a researcher needs to make sense of the responses from the individuals or the documents that were investigated. This is what is referred to as data analysis and interpretation. Data analysis, according to Singleton *et al* (1993: 415) is an activity that “involves a repetitive interplay between theoretical ideas and empirical evidence”. It takes place whenever theory and data are compared. It involves drawing conclusions about data; representing it in tables, figures, and pictures to summarize data, as well as explaining the conclusions in words to provide answers to the research questions (Creswell, 2005: 10).

Data analysis may range from statistical work using computers to hand tabulations and classifications (Anderson, 1990:81). The process of data analysis happens in three stages. These are editing, coding and conceptual and theoretical sampling (Mckernan, 1996: 223). Editing involves checking whether the responses are uniformly interpreted. This means that each item has to be treated with the same criteria of interpretation (Mckernan, 1996: 223). Coding is defined as the process of converting verbatim answers to categorized data (Greenfield, 1996:122). It is the assigning of codes to responses, the purpose of which is “to classify evidence and place data into neat categories so that patterns may be coherently established” (Mckernan, 1996: 223-224). He asserts that the process of coding involves the setting up of a coding frame that outlines a set of codes for each question asked. The codes are then assigned to the responses of each item (Mckernan, 1996: 224). The conceptual and theoretical sampling process involves comparing and contrasting the findings, and presenting in an orderly

manner the themes and components of the study. The main activity here is to scan the data (Mckernan, 1996: 224).

According to Hall & Hall (1996: 189-190) qualitative data analysis involves three activities:

- data reduction;
- data display, and
- conclusion drawing and verification

This study has employed a qualitative data analysis procedure. The interview responses were grouped together under the following coding frames:

1. Types of media
2. Types of messages
3. Media selection
 - i. Motivation
 - ii. Decision for selection, and
 - iii. Selection procedure
4. Perceived effectiveness
5. Plans for improvement

The responses for each interview question were then organised under the appropriate code or group as indicated above. The process was repeated for each of the Departments. In the same breath, documents from the three Departments were read and the relevant information was retrieved and compared with that from the interviews. The relevance was measured by whether the information answers the research questions of the study. The findings of the analysis will be presented in the next chapter.

3.7 SUMMARY

The focus of this chapter has been the research design and the research process. The methods that were used to collect data, namely interviews and documents analysis as well as the process of data analysis were discussed.

The next chapter will be dealing with the findings of the data analysis.

CHAPTER 4: FINDINGS

4.1 INTRODUCTION

This chapter is concerned with the findings of the data analysis. It will therefore report on the findings of the research process.

Three data sets were collected and analysed. These data sets were collected from Lesotho's national Department of Health, Department of Social Welfare; and Department of Labour.

As indicated in the previous chapter, the data was collected via in-depth interviews and the analysis of documents obtained from the three departments. In the following sections the results of the analysed data will be presented reporting first on the analysis of the data obtained via the in-depth interviews and then on the findings of the document analysis. Eventually all sets of data will be combined to reach conclusions.

4.1.1 Results obtained from the in-depth interviews

After the data collected by the in-depth interviews have been analyzed, data reduction was done. The following coding frames and sub frames consequently emerged:

- Types of media
- Types of messages communicated
- Media selection
 - Motivation
 - Reasons for selection
- Role players in the media selection and message design
- Perceived effectiveness

- Future Plans for improvement

The data collected in each of the departments were analysed separately and then merged to form one set of analysed data. These the findings are presented after a detailed presentation of the findings elicited from the data of each department.

4.2 DEPARTMENT OF HEALTH

4.2.1 Types of media

The types of media used by the Department of Health to communicate with local communities can be grouped into four categories namely print, audio, visual and interpersonal.

Printed media

The department, through its graphics section, produces print-based health education messages in the following forms:

- posters;
- pamphlets;
- flyers;
- brochures;
- calendars;
- billboards; and
- health promotion articles in local newspapers.

These materials are pre-tested by a multi-sectoral task force chaired by the health education division before they are printed and distributed.

According to the respondent, the department has decided to use a variety of printed media so as to reach all levels of the audience, that is,

the literate, semi-literate and illiterate members of the community. Printed media such as pamphlets, brochures and newspapers, for instance, are used to communicate to literate members of the community. Other types of media such as posters and billboards are targeted at communicating with illiterate members but are also used to address semi-literate and literate ones.

Audio/visual media

The department also runs a recording studio for making radio programs on health related issues. The programs are aired over the national and other private radio stations in the country. A trained radio producer and a technician execute this activity. The studio is also used to develop video materials that are broadcasted throughout Lesotho's television station. These materials are also reproduced and distributed to different Health Service Areas.

The audio-visual messages target all members of the community. The Department of Health is allocated a one hour slot on the national radio station. The call-in programmes discuss health related issues, and people are given opportunities to respond and seek some clarifications on issues at hand. TV programmes include *Bophelo ba Lona* (*Your lives*), as well as a thirty minutes programme on Tuesdays, which make people aware of certain diseases and how they can be prevented and treated.

The department is connected to Internet so as to ensure that it has access to the latest health information, and can also speedily communicate with the world at large.

Interpersonal

Interpersonal communication is regarded as the best medium that can be used to communicate with communities as it provides an immediate feedback. The Department of Health's officials organize meetings and workshops with communities to discuss health related issues and to respond to questions on the spot. This, according to the respondent, has proved to be a very effective way of communicating to the communities as it establishes a conversation that allows easy communication.

Other medium mentioned under this category refers to drama and songs. These are said to have a very strong impact too as messages passed through them are easy to follow. These media are used mostly during celebrations or campaigns. There are, for instance, groups that communicate issues surrounding HIV/AIDS through stage play and songs.

4.2.2 Types of messages communicated

The types of messages that are communicated by the Department of Health to communities include information on how to maintain, protect and promote health. The messages involve education on health problems and methods of preventing and controlling them. These can be grouped under the following headings:

- Community health education. These messages relate mostly to health issues and are meant to educate communities on how best they could live healthy lives. The messages provide communities with skills on what do in order to live healthily. They are the type of messages that answers the "how to" questions. These would include the how to take care of children, how to produce good vegetables so as to eat healthy food and how to cook proper meals.

- School health education. These messages address issues of health that relate to the school environment.
- Patient health education. Messages under this heading refer to education on how to prevent and treat certain diseases.
- Occupational health education. These messages contain information about how to avoid health hazards at the work place.

4.2.3 Media selection

This category is concerned with the reasons behind (motivation) the selection of the media.

Reasons for selection

The spokesperson for the Department of Health indicated that early communication efforts made by the department to communicate with communities had failed, as they were not based on the needs of the communities. The respondent explained that previously, most of the communication messages originated from donor agents through the Ministry of Health, and people could not understand them. That experience taught them to seek an alternative approach and involve the communities in the activities that are meant for them. Non-involvement of the communities in the earlier efforts led to non-responsiveness on the part of the communities.

The reason presented for the choice of media was that those were the type of media that were agreed upon by the communities and the representatives of the Department of Health. The agreement, it was said, was reached after long deliberations where the two parties struggled to come up with the media that would be suitable for and acceptable to all involved. The respondent said the Department of Health considers the suitability and cost of the media, while the communities seek media that is familiar and easy to understand. The

respondent explained that media used are first tested on the target groups to determine whether they are acceptable to them.

Decisions for selection

The Department of Health uses a settings approach to cover all sectors of the population for planning and managing health promotion activities in the country. This means that target groups are divided according to their similarities and these include workplaces, schools and the community. All these settings are involved when deciding on the types of media they prefer.

4.2.4 Role players in media selection and design

The respondent explained that the Department of Health as well as the communities take part in this exercise. The communities participate through the representation of the different structures in the community such as chiefs, opinion leaders, teachers, and political leaders. These structures are contacted whenever the Department of Health wants to communicate something to their communities. Then suggestions are made to help towards deciding on the possible appropriate media of communication that could be used.

Procedure

The Department of Health follows a bottom-up procedure in selecting the media. The community or health inspectors, who are the extension workers at community level, identify a problem; the department investigates if the problem is worth attending to. This means that some kind of a preliminary study is undertaken by a research team made up of representatives of the Department of Health, a constituent member (a Member of Parliament representing a particular constituent), chiefs, opinion leaders, and extension workers. Data is collected and analysed. Findings from the data are presented and interpreted, and

conclusions and recommendations based on the results are made. A report is then produced after which the team decides on the media to be employed. The media is pre-tested on the target audience before it is fully implemented.

4.2.5 Perceived effectiveness

According to the respondent the media used by the Department of Health have so far proven to be quite effective. He supported his statement by explaining that the involvement of the community members at different stages of designing the media had contributed to their effectiveness amongst the target groups. The above reason is strengthened by the fact that the media are constantly evaluated to find out if they are still serving the initial purpose. The media effectiveness is established by the responses of communities about the information that has been communicated to them. For instance, if a pitso (public gathering) had been held to encourage nursing mothers to take their babies for some kind of vaccine, the statistics on the turn out would be recorded and used later on to find out if the medium had a positive impact on the target group.

In order to ensure that the Department of Health is providing the right information to its audiences, reports are written by health workers at community level about the way in which the community has responded to a particular health information message. The results described in the reports are mainly based on the community's health behaviour. The number of people who get involved in particular activities suggested by some of the messages would show, for instance, if the messages communicated were effective or not.

According to Ntoampe (n.d.: 12) the department has the following success stories:

- The “Anti-smoking, Alcohol and Drug Abuse” programme is aimed at educating and protecting the nation against the ill-effects of tobacco, alcohol and other drugs. The following are some of its achievements:
 - Smoking was banned in all health institutions.
 - The Lesotho network on anti-smoking was established.
 - The Lesotho Schools Tobacco-Free initiatives were launched.
 - All government premises were declared smoke- free.
- The “Parent Education Programme” is aimed at equipping parents with communication skills to facilitate discussions between parents and children about sex and sexuality. The project has so far trained 119 parent educators, who have managed to reach and educate 42,462 parents in the country. This exceeds the set target of 27000 parents.
- The services of the “Hospital Video Network” are intended to provide education to patients within the hospital and outpatient departments. Health promotion talks are conducted with patients.
- The IEC material on different aspects of health has been produced and distributed all over the country. The materials are used for different target groups to change their attitudes and practices towards various aspects of health behaviour, and also to increase knowledge about health issues.

4.2.6 Future plans for improvement

The respondent felt that “there is certainly room for improvement”. The Department of Health plans to take health promotion service nearer to the people by employing qualified staff in the districts. It also aims to have sufficient and well-trained personnel who can handle health promotion issues at all levels. The Department of Health also intends to advocate for the establishment of a health promotion department within

the Department of Health Sciences at the National University of Lesotho.

4.2.7 Summary of findings: Department of Health

The findings have revealed that the Department of Health is to some extent, trying to involve communities in the selection and use of the media that are intended to be used when communicating with local communities. The researcher uses the phrase “to some extent” because only a few people are involved in the whole process, while the real recipients are only involved in the last steps of the process. As Diouf (2003: 5-6) suggests, people should be involved in deciding on the type of media they prefer. To emphasize this point, Panford (1997: 336) argues that, the audience is supposed to be both the source and the receiver of the message.

The Department of Health does, at least, apply some of the procedures recommended by communication theorists such as Mody (1991: 10), Panford (1997: 336) and MacLuhan (2003: 1) on how to go about designing or selecting media for local communities. For instance, needs assessment is done through the local communities' representatives such as chiefs, opinion leaders, teachers and others. The use of the social marketing strategy by the Department also indicates that the needs and wants of the local communities are identified.

The presence of the structures such as the recording studio, the graphic studio, and the task team for the pre-testing of the materials designed and produced by the Department show that the materials conforms with the procedure as described in the literature. The Department follows the five main steps of assessing, designing, developing, and pre-testing its materials before distributing them (Ntoampe, n.d. 6).

4.3 DEPARTMENT OF SOCIAL WELFARE

The same process of analysis was followed for analyzing data collected from the department of Social Welfare.

4.3.1 Types of media

The Department of Social Welfare uses newspapers, radio, television and workshops to communicate with local communities. The respondent explained that, other than for workshops, the Department of Social Welfare depends mainly on institutions such as Lesotho television, Radio Lesotho and other local media institutions to communicate with its audience. The Department of Social Welfare is allocated one hour slot in a week every month on both the national radio station and the national television. It also uses different local newspapers, some of which do not reach the wider part of the country due to the geographical structure of the country.

As it is, Lesotho is a mountainous country which makes access to some places quite difficult. The Department of Social Welfare nevertheless, organizes occasional workshops where a particular target group, such as youth and/or people with disabilities are brought together to discuss issues that relate to them. Such workshops are held at all ten districts of the country.

The respondent also indicated that the Department of Social Welfare is about to produce its own booklets.

The respondent mentioned that the Department of Social Welfare uses the same types of media to communicate with all its clients. She mentioned that the only difference is in the type of messages that are communicated. For instance, if the purpose is to communicate with

youths, the language and tone of the message would be at the level of the target group. This means that the choice of words, and the visual images used in the newspapers and television programmes would be those that will be easily understood by young people.

4.3.2 Types of messages communicated

The types of messages that are communicated to local communities by the Department of Social Welfare are:

- Messages on child protection and the Welfare Act. These messages inform communities about the rights of the children, e.g. the right to be educated, clothed, fed and protected.
- Messages on child protection due to the HIV/AIDS pandemic. These messages aim to create awareness about the effects of HIV/AIDS on children, and how children could be helped to survive.
- Messages on adult social services. These messages inform communities about the department's services to adults, e.g. pensions, clothing and feeding schemes.
- Messages directed at the youth and people with disabilities rights. In these messages communities are informed about how to live and relate to youth as well as people with disabilities.

4.3.3 Media selection

The respondent was not in a position to address the of media selection clearly as she had only just joined the department. She managed to provide the following information:

Reasons for selection

The respondent said that there were no specific reasons for the choice of media used by the Department of Social Welfare. She explained that when the Department of Social Welfare was established in 1976, there was no policy that clearly stated what the Department should do in

general. The Department of Social Welfare was established because the Ministry of Health, felt that it had to decentralize some of its responsibilities.

The Department of Social Welfare was established to look after the interests of people living with some kind of disabilities. At that time, there were no structures in place and no trained manpower to give advice about media design or selection. The Department of Social Welfare therefore made do with what was available then: "It was not the matter of choice". The respondent believed that things would change now that there is a policy in place.

The policy views social welfare as "a component and an integral part in the development process". It therefore states that "Social services need to be organised in ways that would enhance, as well as maximise, the developmental potential of the population, ensuring accessibility for all especially the vulnerable and marginalized" (Government of Lesotho, 2002: 2).

This policy recognizes the importance of the Department and intends to improve its services in a way that would enhance and maximize the developmental potential of the population. It strives to ensure accessibility for all, especially the most vulnerable and marginalized. The policy also intends to implement information, dissemination, education and communication activities to strengthen the collective welfare of the Basotho nation (Government of Lesotho, 2002: 4). Due to political bureaucracy, this long awaited policy was only been approved by the Parliament only in 2003.

Reasons for selection

The respondent was not in a position to answer this question satisfactorily as she had only joined the department. She could only

assume that the people who were responsible for the establishment of the Department of Social Welfare, namely the Ministry of Health Authorities, were the ones who chose the media.

Procedure

The respondent explained that no particular procedure was followed. The Department of Social Welfare uses the most convenient method and chooses what is available. No reason was provided for the choice of the procedure as there is no specific procedure to follow. One would therefore think that the choice of the media in this regard is influenced by early development believes that radio is ideal for communicating with a wide range of people.

4.3.4 Role players in media selection and message design

The respondent assumed that the people who were responsible for the establishment of the Department of Social Welfare, namely the Ministry of Health Authorities, were the ones who chose the media.

4.3.5 Perceived effectiveness

The respondent explained that the responses from the people during the phone-in radio programmes, and people's visits to the offices in response to the information that had been disseminated in the general media (television, radio and newspapers) show that the Department of Social Welfare is on the right track. She explained that many people visit the Department of Social Welfare's offices after learning about the department's services.

4.3.6 Future plans for improvement

When asked if there are any plans for future development with regard to the communication practices of the Department of Social Welfare, the respondent said: "Yes, there are plans for future development". She

indicated that the Department of Social Welfare's policy which was approved in 2003 gives them hope that issues relating to staff training and employment of relevant manpower will be addressed. She indicated that in the absence of a proper policy, the Department of Social Welfare could not have justified the importance of functions like communication. "The situation", she said, "made it difficult for the department to convince authorities (the ministry in charge) about its needs".

4.3.7 Summary of findings: Department of Social-Welfare

The media used in this department were chosen not because of their appropriateness to the target groups, but because they were readily available when the department was established. This could be associated with the legacy of the modernization theories of development or only bad management. The problem here is that the audiences are not involved, but expected to consume the products. According to the literature this type of procedure will prevent effective reception of the Department of Social Welfare's information dissemination actions. References to this effect can be obtained from Panford (1997: 336), Mody (1991) and McLuhan (2003) just to mention a few.

4.4 DEPARTMENT OF LABOUR

The responses of the Department of Labour are going to be discussed in this section.

4.4.1 Types of media

The types of media used by this department are:

- Newsletters and
- Radio

According to the respondent the Department of Labour uses only two types of media to communicate with local communities. He explained that the Department of Labour has a one hour slot per week on radio Lesotho, and that this is used to discuss work related issues such as the labour codes that is, (Documents that contain information about the rights of the working sector) to the entire Basotho nation. The newsletter targets only the industrial workers and their employers. It contains information on how workers and employers should conduct themselves in the work place, what the rights of workers are, their remuneration, safety and benefits. The newsletter is a small booklet that is written in simple language (Sesotho and English) that can be easily understood by the target audience.

The respondent indicated that the department uses radio to communicate with the entire nation. The department's one hour phone-in programme is used to communicate information about the objectives and activities of the department to the entire nation.

4.4.2 Types of messages communicated

The respondent indicated that the working environment is faced with lots of challenges, some of which are worsened by a lack of knowledge about the rights and obligations of both employers and workers. He said that the type of messages that are communicated to the target audience are those that provide education and information on various labour matters. These include messages on human rights, labour, and environment. Messages on collective bargaining, occupational health and safety as well as labour codes are also communicated to people.

Human rights messages are messages that "support and respect the protection of internationally proclaimed human rights, and ensure that they not complicit in human rights abuses" (Ministry of Employment and Labour, 2003: 1). Messages on labour are those that explain freedom

of association and the effective recognition of the right to collective bargaining; abolition of child labour; elimination of forced and compulsory labour; as well as the elimination of discrimination in respect of employment and occupation. The messages about environmental affairs encourage the development and diffusion of environmentally friendly technologies (Ministry of Employment and Labour, 2003: 1). The main thrust of all messages is to provide information to all partners involved in labour so as to contribute towards a friendly work environment for the benefit of all.

4.4.3 Media selection

Reasons for selection

The respondent could not forward reasons for the choice of the two types of media used by the Department of Labour. He suspected that radio was selected because of its capability to reach a large number of audiences at the same time.

Decision for selection

Like in the previous question, the respondent had no precise answer to this question as he was not part of the selection team. He could only assume that the officers who were there when the Department of Labour was established were the ones who decided on the media to be used. He did not believe that there any audience participatory process had been employed.

Procedure

The respondent suspected that the media are selected on the bases of what is available, without really looking into what would work for the target audiences.

With regard to the content addressed in the messages he explained that cases that are brought before the Labour Court are used to establish the type of information that is needed by the communities. Issues that emerge from the cases are discussed in the media. This helps other people who may be having the same problem to know what to do. People are here also encouraged to visit the offices for further clarifications on issues of concern.

4.4.4 Role players in media selection and message design

As the type of media used in the Department has not been revised since his arrival in the office, the respondent could not say who are involved in the exercise of selecting and designing the media.

4.4.5 Perceived effectiveness

The respondent said that there has never been a formal media evaluation and he therefore could not say whether the media used are effective or not. He indicated, though, that the Department of Labour uses the number of responses that it gets from the radio programmes, together with the number of visits to the offices as clear indicators that the media used are effective.

4.4.6 Future plans for improvement

The respondent looked demoralized and hopeless as he mentions that the authorities do not realize the importance of the communication functions of the Department, and as a result reject the proposals that are made by the officials to improve the communication functions of the department. The respondent said that Department of Labour's budget is cut every year, and suggestions to introduce new and better services are rejected.

4.4.7 Summary of findings: Department of Labour

The following are the findings of the study as far as the Department of Labour is concerned. The study discovered that the department uses only two types of media to communicate with its local communities. Lack of support from the authorities came out clearly when the respondent was asked whether there is hope for future development.

4.4.8 Summary of the findings based on interviews

The data analysis has so far revealed that best communication practices as described by Development Communication theorists (Malan, 1998; Paterson, 2003; Richardson, 2003) are still not recognized by three out of the three government departments in Lesotho. This is especially evident in the situation that exists in the Departments of Social-Welfare and Labour. Even the Department of Health is not fully implementing the procedures recommended in the literature.

4.5 FINDINGS OF DOCUMENT ANALYSIS

A brief background on the three departments is given here together with their aims and objectives as these relate to the communication functions in the departments. This background information has been derived from documents prepared by the departments themselves and presented to the researcher after the in-depth interviews as referred to earlier in this study.

4.5.1 Results of document analysis

This section is going to discuss the results obtained from the document analysis. The section intends to use the information obtained from document analysis to support or contradict the findings elicited from the

interviews. It will indicate if documents analyses validate the findings elicited from the interviews.

4.5.1.1 Department of Health

The Health Education Unit of the Department of Health and Social Welfare, here referred to as the Department of Health, was established to:

- “develop a comprehensive health education/ promotion policy;
- produce and distribute researched health education materials after an issue of concern has been thoroughly investigated.
- enhance staff capacity building for health promotion and education programmes at all levels;
- decentralize health education fully to district level;
- enhance health education networking at both national and international levels; and
- monitor the progress and impact of health education programmes including health education materials” (Ntoampe, n.d.: 2).

In order to achieve its objectives, the Department Health uses a three-point health promotion strategy namely,

- advocacy for health:
- social support for health: and
- empowerment for health.

Advocacy deals with the promotion of health policies. It aims to generate public demand by placing health issues high on the public agenda, and convincing influential bodies such as policy makers, parliamentarians, professionals and politicians about the importance of health.

Social support addresses the issue of strengthening social support at community organizations to encourage a healthy lifestyle and foster community action for health.

The last strategy, empowerment, concerns itself with helping every member of the society to learn how choosing particular behaviour patterns can affect their health.

In all these cases the learning process is facilitated through the provision of information and knowledge. Information and communication are therefore at the heart of the empowerment process.

The Department uses the following strategies in order to carry out its three-point strategy:

- Interpersonal communication. This involves face-to-face contact with information recipients.
- Mass media which include the use of radio, television and videos.
- Social marketing referring to the use of marketing principles and techniques to influence a target audience to voluntarily accept, reject, modify or abandon behaviour for the benefit of individuals, groups or the society at large. It is the planning and implementation of programs that are designed to bring about social change using concepts from commercial marketing (Social marketing, 2005: 1). The concept involves learning what people want and need, rather than trying to persuade them what happened to be produced (Social marketing, 2005: 1). It means listening to the needs and desires of the target audience and building the program from there (Weinreich, 2003).

This therefore fits well into development communication where audience participation is highly recommended.

According to Ntoampe (n.d.: 5) the interpersonal communication approach is said to be the best method as it provides immediate feedback.

To support the views of the communication theorists, the information obtained from the interviews indicates that the concept of audience participation is observed by the Department. The respondent said that before materials could be produced, the Department communicates with stakeholders at the local communities to find what is needed.

4.5.1.2 Department of Social Welfare

The Department of Social Welfare, falls under the Ministry of Health and was established in 1976 to address issues relating to human suffering. These include the following:

- child and youth services;
- adult and elderly services;
- mental health services;
- disability services;
- substance abuse services; and
- probation services that include children in conflict with law, and the administration of relevant legislation.

The 2002 National Social Welfare Policy strives to transform the Department of Social Welfare from solely being concerned with the alleviation of human suffering to a stage where it is equally concerned with issues of economic growth, social justice, equity and social development in general. “The centrepiece of the policy is the concern with individuals, families, groups and communities as active agents in matters involving their lives” (Government of Lesotho, 2002: 3).

According to this document, information will be provided to the public so as to provide them with the opportunity to assess the quality of services offered by the Department of Social Welfare. This is where communication and communication media come in.

The problem with this Department is that it does not involve the local communities to establish their needs. The respondent from the Department indicated that the Department only informs people about their services through radio programmes and workshops. This means that the concept of audience participation is not observed by this Department.

4.5.1.3 Department of Labour

Lack of knowledge about the rights and obligations of both employers and employees caused the Ministry of Employment and Labour to establish a department that needs to manage the challenges that face the working environment, hence the establishment of the Department of Labour. The purpose of this department is to provide education and information to employers, employees and other stakeholders about various labour matters. These include issues such as:

- collective bargaining;
- occupational health and safety;
- labour codes; and
- the initiatives that the Ministry, as the mother body, is taking for the well-being of workers and migrant workers.
- The policy document of the ministry of Employment and Labour has fifteen objectives, out of which there is only one that addresses the issue of communication. The objective relates to the dissemination of information concerning different activities of the ministry to its clients; stakeholders and the public at large.

These include:

- Workman's compensation trust fund.
- Occupational safety and health.
- National environment services.
- Vocational training.
- Labour court.
- Industrial relations.
- Migrant workers liaison office.
- Field services.

As we can see there is no mention of communication as a one function of the Department. The issue that relates to communication comes out as a function of the sectional head under workman's compensation trust fund. This issue concerns the dissemination of information to the public through electronic and print media on issues relating to occupational accidents and diseases and procedures for compensating victims.

Like it has been communication is limited to certain areas. There is no mention how this information is communicated to the clients, nothing on what is meant by electronic and print, and no mention on where these would come from. In one word communication is not part of the policy and yet the entire Departments' activities are meant to benefit the communities.

The Department's motto as stated in the newsletter reads "An informed person makes informed decisions" (Ministry of Employment and Labour, 2004: 2). This motto does not though, come out clearly in the policy document where very little is said about the importance of information as a tool for communication.

From the interviews the researcher found out that the Department of Labour, like that of social Welfare, do not involve the audience in deciding, designing and selecting what should be communicated and in

what form. The respondent indicated that the Department do not assess the needs of its target group. What is communicated to the people is what the thinks is appropriate long its line work. Here again the concept of participants involvement is not observed.

4.5.2 Conclusions: document analysis

The documents analysed in this study do not make any provision for procedures to be followed in producing and communicating development communication messages. They also not specify who is supposed to do the job, and neither the qualifications of such a person. This is clearly reflected by the broad spectrum of people that are responsible for the running of the three Departments under review. The person responsible for the Department of Health is called the chief information officer, that of Social Welfare is the principal welfare officer, and the one in the Department of Labour is the labour broadcasting officer.

During interviews the respondents clearly indicated that there are no communication policies in their respective Departments. Such a lack of communication policies appears to be a serious omission as those who are employed to do the work do not how to go about it. This also hinders recruitment of the right calibre of people for the different processes that must be followed during needs assessment and material development. Documents analysis in the three Departments supported the findings of the interviews in that no documentation about prescribed communication functions of the Departments could be found. The analysis proved that the activities of the Departments do not follow the communication procedures as advocated by theorists.

4.6 INTERPRETATION OF FINDINGS

This section is an attempt to interpret the findings based on the document analyses and the interviews of all three departments.

From the interviews and supported by the documents analysis it seems that:

- None of the three departments involve the target audiences sufficiently and in the way described in the literature in the selection and design of media. Most of the work is done by the organizations entrusted to do such a job. The Department of Health, unlike the other two, is, however, making a concerted effort to involve its communities in the media design process.
- The Department of Health, through the Health Education Unit, uses several types of media to communicate with its communities. The Departments of Social Welfare and Labour are not using a wide selection of media. The Department of Labour uses two.
- The Departments of Social Welfare and Labour have no procedures in place to select and use of the media, while the Department of Health have the established structures that help it to do the work.
- The Department of Health makes an effort to evaluate the media used so as to find out if they are effective but Departments of Social Welfare and Labour have no such measures in place.
- Even though Department of Health and the Department of Social Welfare fall under the same Ministry called the Ministry of Health and Social Welfare and were established to supplement each other, their communication policies and practices are not similar.
- The level of support from their authorities also differs. The Department of Labour indicates lack of support, while the other two indicated that they do get support from their authorities.

- Most of the staff in these departments (except for the Department of Health with five qualified health educators) is not qualified for the type of job they are doing.

The reason for the big differences between the Department of Health and the other two may be because health is a very critical department as it deals with people's lives. Health has been a long standing issue of concern in Lesotho. Primary health care, as a strategy for health for all, called for education on existing problems and methods of controlling them (health education) (Ntoampe, n.d. : 1). The outbreak of different diseases that need immediate attention adds to the importance of the department. In order to achieve this strategy, the empowerment of communities and individuals of all ages on how to make healthy choices, is necessary and critical and demands good results.

One may want to put forward the fact that the three departments do not have communication functions policies, and as thus the procedures followed in selecting and designing media do not conform what is suggested in the literatures. The situation in the Department of Labour is the worst as even the guiding document say very little about communication. The Departments' motto though brings some hope for future improvement.

4.7 SUMMARY OF CHAPTER

Chapter 4 has covered issues relating to the findings and interpretation of data obtained from both interviews and documents analysis. The results for the three departments were discussed and compared through the aid of the subsets that were produced from the research questions. Conclusions on the communication policies of the departments as reflected in their practices were made.

CHAPTER 5: CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter intends to answer the research questions and present the conclusions and recommendations of the study. It will also consider the limitations of the study.

5.2 RESEARCH QUESTIONS ANSWERED

This section deals with the conclusions derived from all sources consulted during the data collection process of this study and attempts to answer the research questions posed in Chapter 1.

5.2.1 Media used

According to the literature any type of media can be used for communication by government to communicate with local communities. Hargie and Dickson (2004: 14) indicate that the use of the three main media groups namely, presentational, representational and technological media depends on the context and the needs of the receivers.

According to the results of this study all three departments use print and some kind of electronic medium such as radio and television. The type of electronic media that is common to all of them is the radio. The Department of Health also uses other types of media such as television and videos. Presentational media like workshops are also used by the Departments of Health and Social welfare.

It seems as if these all the departments, with the exception of Department of Health, are still being influenced by the modernization theories of development where mass media such as the radio was regarded as the

best. The media used in the Department of Social Welfare and the Department of Labour are those that had been selected before the current managers started working there.

The research results established that with regard to the printed media newsletters, newspapers, posters, flyers, pamphlets, brochures, calendars and billboards are used. Most of them are used by the Department of Health. The Department of Social Welfare uses only newspapers, and the Department of Labour communicates through the use of newsletters.

All these types of media are recommended for use in the literature, but users are advised to use those that are relevant to the specified target audience because the media has an influence on the way messages are received ITU (2003: 1).

5.2.2 Procedures for selecting the media

The literature suggests several procedures that may be followed in selecting media for communication (MacLuhan, 2003; Panford, 2003: 336; & Mody, 1991, 55). The importance of the audience's participation in the selection of the media could not be over-emphasized. The literature on media selection places emphasis on involving the target audience. Panford (1997: 336) argues, for instance, that the success of communication process depends on how well the "designers of the mediated production listen to their audience". He further declares that the audience should be both the source and the receiver of the message.

The only department which makes any attempt to involve their target audiences is the Department of Health. The Department of Health follows a partly participatory method. At the Department of Health the communication process originates in the communities: The health workers and other influential stakeholders such as politicians, opinion leaders and others

within the communities establish the needs of people at grass root level and communicate the needs to the department. This is in accordance with the literature which suggests that the audience should play a leading role in the communication process so that cultural identity, democratization of local communities and participation at all levels can be emphasized (Servaes, 1995: 45). Their use of social marketing techniques also implies audience participation.

This process does, however, not exist in the Departments of Social Welfare and Labour. The other two departments are far from doing what is suggested by communication theorists. A modernization approach is still followed where communities are regarded as recipients of and not contributors to the selection of the media. In both of these departments no specific procedures are followed in the selection of the media. No guidelines exist in the policy-documents to assist or guide the communication managers.

5.2.3 Role players in the communication process

The role players in the communication process in the three Departments are mainly the employees of the Departments. Much as the Department of Health seemed to be involving other stakeholders, the Department is still dominant in all activities. This is again against what Panford (1997: 336) advocates for when he says: "In order to communicate well with the rural communities, the media of communication chosen should be familiar to the audience".

5.3 CONCLUSIONS

The study has established that the practices of the selected government Departments in Lesotho do not concur with the participatory communication practices recommended in the literature.

As much as the Department of Health is trying to apply some of the practices recommended in the literature, it is not fully following what is recommended. The community itself does not participate but is represented by members of the community whose views may sometimes not reflect the actual needs and views of the majority.

The Departments of Social Welfare and Labour, have not yet started to make an attempt towards participation in their communication endeavours according to what is recommended in the literature. This is a serious problem as it has also been established that the policy documents are silent on the procedures and communication efforts in general.

If these three departments that were investigated are representative of the Lesotho government's communication practices with communities at grass roots level, it seems as if effective communication with local audiences is still as far way off. The two types of media used by the Department of Labour cannot reach half of the Basotho's in the rural areas as some do not possess radios, while others cannot read.

This situation is due to:

- the absence of informed communication policies in which suitable guidelines and requirements for government departments' communication tasks are properly formulated and measures instituted that can enforced them.
- a lack of qualified communication experts who could advise, implement and enforce such policies.

5.4 RECOMMENDATIONS

This study recommends that government departments that are responsible for communicating with local communities should make a concerted effort to ensure that officials responsible for communicating information to local communities are well trained for their job.

Government should also ensure that there are policy documents that prescribe procedures for the communication practices of government departments.

Audience participation has been clearly accepted an approach for the effective communication of information. This study recommends that a concerted should be made to educate the authorities about the importance of participatory communication in information dissemination.

5.5 LIMITATIONS OF THE STUDY

Since this is an explorative study these findings cannot be generalised.

Interviews with officials who are actually involved in the practical production of the messages of government departments would have ensured richer data.

5.6 SUMMARY OF CHAPTER

Chapter 5 concluded the study and provided recommendations. Research questions were answered in relation to the reviewed literature and the empirical research process undertaken.

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