



Strategic
Communications
for Identification
Systems:
Guidance Note

© 2022 International Bank for Reconstruction and Development/The World Bank
1818 H Street, NW, Washington, D.C., 20433
Telephone: 202-473-1000; Internet: www.worldbank.org

Some Rights Reserved

This work is a product of the staff of The World Bank with external contributions. The findings, interpretations, and conclusions expressed in this work do not necessarily reflect the views of The World Bank, its Board of Executive Directors, or the governments they represent. The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

Nothing herein shall constitute or be considered to be a limitation upon or waiver of the privileges and immunities of The World Bank, or of any participating organization to which such privileges and immunities may apply, all of which are specifically reserved.

Rights and Permission



This work is available under the Creative Commons Attribution 3.0 IGO license (CC BY 3.0 IGO) <http://creativecommons.org/licenses/by/3.0/igo>. Under the Creative Commons Attribution license, you are free to copy, distribute, transmit, and adapt this work, including for commercial purposes, under the following conditions:

Attribution—Please cite the work as follows: World Bank. 2022. *Strategic Communications for Identification Systems: Guidance Note*, Washington, DC: World Bank License: Creative Commons Attribution 3.0 IGO (CC BY 3.0 IGO)

Translations—If you create a translation of this work, please add the following disclaimer along with the attribution: *This translation was not created by The World Bank and should not be considered an official World Bank translation. The World Bank shall not be liable for any content or error in this translation.*

Adaptations—If you create an adaptation of this work, please add the following disclaimer along with the attribution: *This is an adaptation of an original work by The World Bank. Views and opinions expressed in the adaptation are the sole responsibility of the author or authors of the adaptation and are not endorsed by The World Bank.*

Third Party Content—The World Bank does not necessarily own each component of the content contained within the work. The World Bank therefore does not warrant that the use of any third-party-owned individual component or part contained in the work will not infringe on the rights of those third parties. The risk of claims resulting from such infringement rests solely with you. If you wish to re-use a component of the work, it is your responsibility to determine whether permission is needed for that re-use and to obtain permission from the copyright owner. Examples of components can include, but are not limited to, tables, figures, or images.

All queries on rights and licenses should be addressed to World Bank Publications, The World Bank, 1818 H Street, NW, Washington, DC, 20433; USA; email: pubrights@worldbank.org.

Cover photo: Daniel Silva Yoshisato / World Bank Group / ID4D

Contents

About ID4D	iii
Acknowledgments	iv
Acronyms	v
Summary	vii
Introduction	1
Strategic Communications in the Context of ID Systems	2
Purpose of This Guide	3
Section I: Identifying and Defining the Objective of a Communications Strategy	4
Providing Information About an ID system, Feature, or Activity	4
Motivating an Action or Behavior Change	5
Communicating Progress and Changes Over Time	6
Responding to Concerns and Addressing Misinformation	6
Preparing Crisis Communications	7
Section II: Planning for an Effective Communications Strategy	8
Timelines	8
Human Resources	9
Financial Resources	10
Section III: Tailoring Communications to Different Audiences	12
Identify Audience Segments	12
Develop Inclusive Strategies and Materials	13
Consider Government and Internal Stakeholders	14
Involve Communities	15
Section IV: Promoting Continuity through a Multichannel Approach	16
Types of Distribution Channels	16
Communications Formats	18
Frequency of Communication	22
Strategic Partnerships	22
Section V: Crafting Messaging that Sticks	24
Keeping it Simple	24
Ensuring Relevance	25
Storytelling	26
Cultivating a Unifying Brand	27
Remaining Neutral	28

Section VI: Measuring Reach and Effectiveness	29
Conclusion	33
Annex 2A: Sample Terms of Reference for a Communications Strategy	34
Annex 3A: Example Components of a Communications Strategy	37

Tables

Table 3.1: Examples of Audience Segments Outlined in Identification (ID) Communications Documents	13
Table 4.1: Examples of Distribution Channels for Communications on Identification	16
Table 4.2: Country Examples of Digital and Social Communications for Identification (ID) Systems	21
Table 6.1: Example Metrics to Measure the Performance of an Identification (ID) Communications Strategy	29
Table 6.2: Examples of Studies Measuring the Impact of Communication Activities on Development Outcomes	31

Figures

Figure 1.1: Six Components for Effective Strategic Communications on Identification (ID) Systems	3
Figure 1.1: Core Components of Public Communications about Identification (ID) Systems	5
Figure 1.2: Examples of Incentives for Participating in an Identification (ID) System	6
Figure 4.1: Using Varying Formats to Optimize the Resonance of Identification (ID) Systems Communications	18
Figure 4.2: Example of offline IECs for the delivery of ID cards	19
Figure 4.3: Example of digital media communications for ID systems from Philippines	20
Figure 5.1: Example of digital media communications for birth registration from Paraguay	27
Figure 5.2: The Unique Identification Authority of India (UIDAI) Criteria for Selecting the Winning Logo as Part of a Communications Campaign	28

About ID4D

The World Bank Group’s Identification for Development (ID4D) initiative uses global knowledge and expertise across sectors to help countries realize the transformational potential of digital identification systems to achieve the Sustainable Development Goals. It operates across the World Bank Group with global practices and units working on digital development, social protection, health, financial inclusion, governance, gender, and data protection, among others.

The mission of ID4D is to enable people to access services and exercise their rights, by increasing the number of people who have an official form of identification. ID4D makes this happen through its three pillars of work:

- Thought leadership and analytics to generate evidence and fill knowledge gaps
- Global platforms and convening to amplify good practices, as well as collaborate and raise awareness
- Country and regional engagement to provide financial and technical assistance for the implementation of robust, inclusive, and responsible digital identifications systems with civil registrations

The work of ID4D is made possible through support from the Bill & Melinda Gates Foundation, the UK Government, The French Government, The Norwegian Agency for Development Cooperation (NORAD), and the Omidyar Network.

To find out more about ID4D, visit www.id4d.worldbank.org. To participate in the conversation on social media, use the hashtag #ID4D.

Acknowledgments

This guide was written by Lamia Naji for the World Bank's Identification for Development (ID4D) initiative under the leadership of Vyjayanti Desai. This guide benefited greatly from feedback from ID4D staff, including input from Anna Zita Metz, Marie Eichholtzer, Julia Clark, Julian Najles, Jonathan Marskell, and Faher Elfayez and reviews from Kelly Alderson, Tina George, and Ida Mboob (World Bank), as well as Laura Goodwin (Namati). An earlier version of this guide was discussed at a workshop during the ID4Africa 2022 Annual Meeting in Marrakesh, and ID4D would like to thank the contributors for their participation and insights, which have strengthened this guide.

Acronyms

ACSAC	Awareness and Communication Strategy Advisory Council
AML	Anti-money laundering
COB	Close of business
CSOs	Civil society organizations
DGCS	Directorate General for Civil Status (Lebanon)
DIGERCIC	General Directorate for Civil Registration, Identification, and Certification (Ecuador)
FAQs	Frequently asked questions
FSP	Financial service provider
GRM	Grievance redress mechanism
ID	Identification
ID4D	Identification for Development
IEC	Information and education campaign
IMS	Integrated and mobile services
J-LIS	Japan Agency for Local Authority Information Systems
J-PAL	Abdul Latif Jameel Poverty Action Lab
KYC	Know your customer
MNO	Mobile network operator
NGOs	Non-governmental organizations
NRB	National Registration Bureau (Malawi)
NRIS	The National Registration and Identification System (Malawi)
RENIEC	National Registry of Identification and Civil Status (Peru)

RP	Relying party
SDGs	Sustainable Development Goals
SMS	Short message service
TV	Television
TOR	Terms of reference
UID	Unique identity (Timor Leste)
UIDAI	Unique Identification Authority of India
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
USSD	Unstructured supplementary service data

Summary

This guidance note unpacks how strategic communications can enhance the design, implementation, and delivery of identification (ID) systems that are inclusive and trusted.

When leveraged holistically, strategic communications can help governments engage effectively with relevant actors throughout the lifecycle of an ID system, including stakeholders on the supply side of ID administration, such as government and private sector implementing entities, and those on the demand side, namely the people that an ID system is intended to serve. Effective communication with relevant actors sows the seeds for public awareness about an ID system, which ultimately helps boost engagement through increased access, both of which are fundamental to achieving the United Nations Sustainable Development Target 16.9 on the provision of legal identity for all.

This note builds on best practices for communications outlined in the ID4D Practitioner's Guide to offer governments and ID system practitioners a more in-depth perspective on how to craft an effective strategy and implementation framework. In doing so, the guide highlights essential components for a communications strategy; spotlights cross-country campaigns specific to ID systems and beyond to demonstrate the breadth of potential approaches; and provides practical tools, such as terms of references and a measurement framework, that can support practitioners as they transform ideas into action.

The guide is structured around **six components** for effective strategic communications on ID systems:

Section I provides guidance on how practitioners can frame, define, and prioritize communications objectives around a broader national strategy and highlights five common goals related to ID systems:

(1) informing the public about the purpose of an ID system or feature; (2) motivating an action or behavior change by emphasizing the benefits of participation; (3) communicating progress and changes over time to foster transparency; (4) dispelling myths and responding to concerns to build trust in an ID system; and (5) preparing crisis communications to proactively manage potential risks.

Section II highlights considerations for mapping resources against a communications strategy to optimize efficiency around timelines, human capital, and costs.

This section underscores the significance of planning to budget for time; surfacing factors, such as when communications activities for ID systems could begin; their duration; and sequencing. It also sheds light on how practitioners can strike a balance between internal team members or an external firm, offering a sample term of reference (TOR) for the latter (annex I). Finally, the section outlines three areas of consideration for financial resource allocation, including costing associated with the intended reach of a communication campaign, the implications of logistics and related expenditures, and the opportunity for cost-sharing vis-à-vis third-party partnerships.

Section III emphasizes the importance of ensuring that strategic communications for ID systems are tailored appropriately to different relevant audiences across the public, government line ministries, and the private sector.

This section highlights different audience groups referenced in the communication strategies of different countries to demonstrate the diversity of stakeholders; promotes the inclusion of underserved populations, such as the rural last-mile; and reinforces the opportunity, as well as the costs, linked with segmenting the target audience.

Section IV explores the various channels for distributing ID communications, including offline and online media.

This includes conventional broadcast media, print materials, social and digital media, as well as communications through community leaders. This section also provides guidance on how practitioners can leverage a diverse combination of communications channels so that messaging can be accessible in various formats, such as by reading, through viewership, or listening. Furthermore, this guidance

underscores the importance of reaching underserved segments, including populations with low literacy or limited connectivity.

Section V offers guidance for producing engaging communications messaging that resonates. Structured around five core elements—simplicity, relevance, storytelling, a unifying brand, and neutrality—the section presents effective online and offline examples from various countries to demonstrate how ID communications campaigns can “stick”.

Section VI outlines a framework for monitoring, tracking, and evaluating the outcomes of strategic communications for ID systems. This section proposes indicators for communications activities within the realm of ID systems and, recognizing a literature gap in this area, pulls examples of relevant metrics from experimental studies in other sectors. Measuring the performance of strategic communications is instrumental to achieving broader goals fundamental to an ID system, namely registration and uptake.

Finally, the guide concludes by proposing a simple checklist for practitioners as they design and implement a communications strategy relevant to their country context and national ID mandate and includes a second TOR, which offers an example of a template for a communications strategy (annex II).

This guidance note is part of ID4D’s growing pool of resources for public engagement, which is essential for developing successful, people-centric ID systems that can meet development goals.

Other resources include the *Guidance Note on Engaging Civil Society Organizations (CSOs) for Successful ID Systems*, which focuses on effective consultation and two-way communications with civil society and the public more broadly, and the *Qualitative Research Toolkit*, which outlines methods for conducting studies on people’s experiences with ID and civil registration. These materials are available at <http://id4d.worldbank.org>.

Introduction

Globally, an estimated one billion people¹ remain without an official proof of identity, and many more have identity credentials that are difficult to verify or otherwise not well matched to local needs and contexts.² Governments across the world are modernizing their identification (ID) systems to address these gaps, including by strengthening their accessibility and enhancing their ability to support service delivery and effective public administration in both offline and online contexts. Frequently, this requires the introduction of new policies, processes, systems, and technologies related to enrollment, credential issuance and use, and identity verification and authentication.

In pursuit of the United Nations Sustainable Development target 16.9, “providing legal identity for all”, there is a growing body of evidence and good practices to guide the design and implementation of ID systems, as reflected, for example, in the *Principles on Identification for Sustainable Development*,³ and the *ID4D Practitioner’s Guide*.⁴ When designed and used appropriately, ID systems have the potential to help countries accelerate inclusive development by unlocking access to a wide range of products and services across both public and private sectors and by enabling people to exercise their rights with ease. In contrast, not having an ID can impede meaningful participation in society, and countries without inclusive and trusted ID systems may struggle to effectively provide services or maximize economic opportunities for their citizens.

1 World Bank. 2018. ID4D Global Dataset. <https://id4d.worldbank.org/global-dataset>.

2 World Bank. 2019. “Global ID Coverage, Barriers, and Use by the Numbers: An In-Depth Look at the 2017 ID4D-Findex Survey.” Identification for Development (ID4D). <https://documents1.worldbank.org/curated/en/727021583506631652/pdf/Global-ID-Coverage-Barriers-and-Use-by-the-Numbers-An-In-Depth-Look-at-the-2017-ID4D-Findex-Survey.pdf>.

3 World Bank. 2021. “Principles on Identification for Sustainable Development: Toward the Digital Age.” <https://documents1.worldbank.org/curated/en/213581486378184357/pdf/Principles-on-Identification-for-Sustainable-Development-Toward-the-Digital-Age.pdf>.

4 World Bank. 2019. “ID4D Practitioner’s Guide.” Version 1.0. <https://documents1.worldbank.org/curated/en/248371559325561562/pdf/ID4D-Practitioner-s-Guide.pdf>.

Strategic Communications in the Context of ID Systems

Systems that provide ID are far-reaching and complex in nature, and effective communication is vital for their successful design, modernization, implementation, and management.

For an ID system or project to be successful, individuals need to understand the purpose of an ID; the processes linked to accessing, obtaining, and using one; their rights and responsibilities; and the legal frameworks in place to foster trust in existing or new ID systems. Accordingly, *a context-specific and nuanced communication strategy can help governments to purposefully engage with a range of stakeholders to achieve various objectives throughout the lifecycle of an ID system.*^{5,6} This includes government and private entities that administer an ID system, and, crucially, the intended beneficiaries of an ID system—people.

Whether the aim is to facilitate initial large-scale or ongoing registration for an ID system, incentivize the use of a new physical or digital credential, improve access among certain population groups, or direct users toward appropriate channels for grievance redress, communication plays a central role in informing and mobilizing a spectrum of audiences and stakeholder groups. This is especially relevant in the era of digital technology, which can catalyze progress and accelerate the achievement of development outcomes, while also introducing added complexity and risk.⁷

Depending on priorities and desired outcomes, government communications can involve general information about an ID system or specific guidance about a certain feature, aspect, benefit, or use case. No matter the scenario, a strategic communications approach can assist governments to achieve their objectives effectively and efficiently, helping to optimize available public resources, while also making life easier for the people who use the system.

A well-thought-out communication strategy can also help proactively manage misinformation and reduce ambiguity about an existing or new ID initiative, serving as a crucial buffer against low uptake and thus limited usefulness. This is significant, given the great anticipation and scrutiny that often accompany the introduction of a new ID system or that of new system features and processes. In turn, if insufficient attention is paid to communications, a well-designed system or feature with a high potential for improving people's lives and solving existing challenges may go underutilized and may end up being discontinued completely.

5 The *ID4D Practitioner's Guide* outlines a four-pronged identity lifecycle beginning with (1) registration, (2) issuance, (3) usage, and (4) management. See: World Bank. 2019. "ID4D Practitioner's Guide." Version 1.0. <https://documents1.worldbank.org/curated/en/248371559325561562/pdf/ID4D-Practitioner-s-Guide.pdf>.

6 Strategic communication is defined as "the purposeful use of communication by an organization to fulfill its mission." See: Hallahan, K., Holtzhausen, D., van Ruler, B., Verčič, D., and Sriramesh, K. 2007. "Defining Strategic Communication," *International Journal of Strategic Communication*, 1:1, 3-35, DOI: 10.1080/15531180701285244.

7 These risks include the misuse of (digital) data, such as security breaches, unauthorized disclosure, identity theft, and surveillance, as well as social risks, such as exclusion and discrimination, arising from the use of digital technologies that may not be accessible, well-understood, or equally easy to navigate by all.

Purpose of This Guide

This guide is intended to serve as a tool for practitioners to support the development of appropriate communications as they design, implement, or modernize ID systems, and may be applied to both foundational and functional ID systems.⁸ It is centered around **six components** of effective strategic communications (figure I.1) and builds from examples of ID communications from countries across the globe. The guide also draws from government-led campaigns from other sectors, including the COVID-19 pandemic, to more broadly triangulate good practice in public sector communications.

Overall, the scope of this guide is limited to government communications to different stakeholder audiences, reflecting one dimension of effective public engagement. To optimize reach, practitioners should pursue a holistic public engagement strategy that also embeds two-way communication, such as consultations, civil society engagement, and grievance redress mechanisms (GRMs). Visit <http://id4d.worldbank.org> for other resources on these topics, including ID4D's *CSO Engagement Guide*, and *Qualitative Research Toolkit*.

Figure I.1: Six Components for Effective Strategic Communications on Identification (ID) Systems



Identify and refine intended **communications objectives**, which can be defined and sharpened by answering the question: What are we seeking to achieve?



Plan for and **prioritize** a communications strategy by assessing **financial costs**, **timelines**, and **human resource needs** early on.



Tailor communications to **different audience segments** integral to uptake and effective, responsible use of the ID system, including people who represent the beneficiaries of the system, as well as different entities and individuals relying on identity verification and authentication services.



Pursue a multichannel communications approach by considering: (1) a range of distribution channels, (2) varying formats, (3) different frequencies of communication, and (4) strategic partnerships.



Craft messages that are **simple, relevant, unifying, and neutral** to ensure resonance with different stakeholder audiences.



Assess the impact and effects of the communication strategy by developing a performance framework to measure **defined objectives and intended outcomes** related to communications.

8 A foundational ID system is one that provides identification for a range of public and private sector services and transactions, including a national ID, or civil or population register. A functional ID system supports access to a specific function or sector use case, such as a passport, driver's license, or voter ID. See: *ID4D Practitioner's Guide* Glossary for more (<http://id4d.worldbank.org/guide>).

Section I: Identifying and Defining the Objective of a Communications Strategy



This section outlines five common strategic objectives for engaging the public in ID-related communications, offering specific examples and considerations that can support practitioners as they frame, define, and prioritize intended outcomes and priorities.

When developing a strategic communications strategy for identification (ID) systems, it is important to identify intended objectives, which can be defined and sharpened by answering the question: *What are we seeking to achieve with our communications?* The answer to this question may be based on:

- The objectives of the project as a whole, and broader national strategies
- Planned changes in processes or procedures, or new features or services that will be rolled out
- Assessments, research, and consultations with stakeholders that have revealed potential gaps in knowledge, publicly available information, or misperceptions.

While the specific goals of strategic communications will vary based on the above and can change over time, they typically involve one or all of **five common themes**:

1. Providing Information About an ID system, Feature, or Activity

This involves providing clear information to facilitate *increased understanding* and enable *informed consideration and decision-making* regarding participation in an ID activity, for instance, through civic information and education campaigns (IECs). Figure 1.1 highlights examples of different types of information on the “who, what, why, where, how, and when” that may be relevant for an ID authority, depending on a specific communication objective or activity.

Figure 1.1: Core Components of Public Communications about Identification (ID) Systems



2. Motivating an Action or Behavior Change

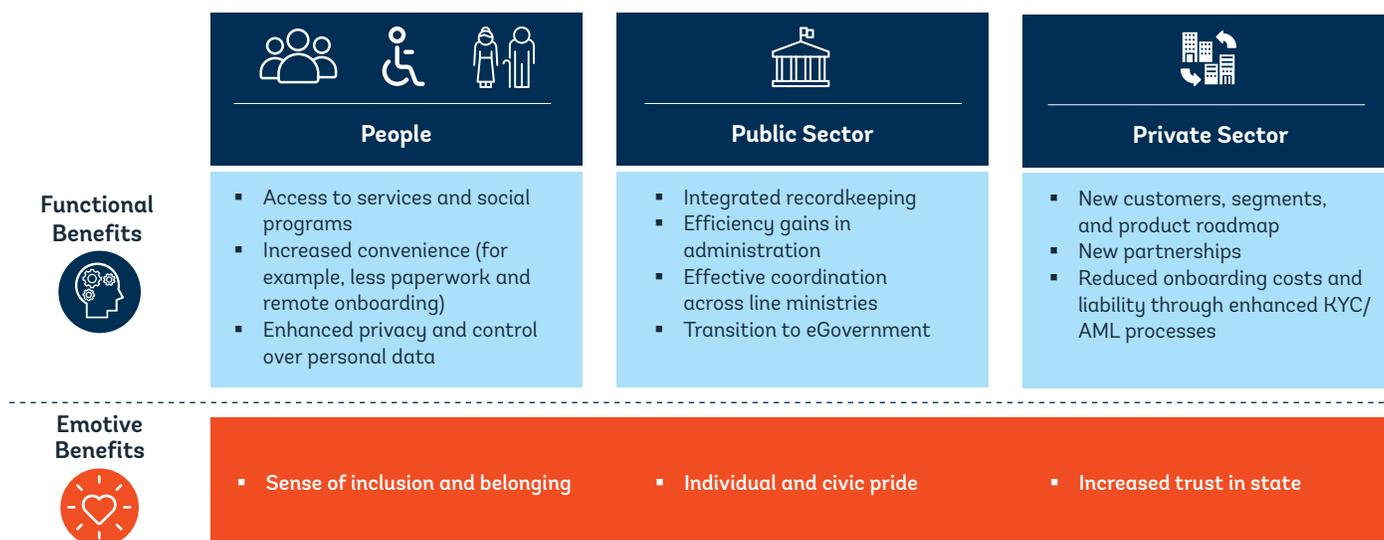
Examples include motivating people who have not yet enrolled or increasing the uptake or use of a new feature or service (for example, a portal that allows people to verify their data and view/approve access by different ministries). Incentives will differ depending on the target audience—whether it is the public, certain population groups, or service providers—and should be differentiated based on an understanding of factors that drive engagement, participation, or behavior.

For instance, motivating people to enroll in a new system or to obtain a new credential will require a different approach than encouraging service providers to adopt a new digital identity verification or authentication service. High levels of accessibility and wide-spread acceptance is central to the success of an ID system, and different stakeholders must understand how their lives, businesses, or operations, will be improved through a real and compelling value proposition.⁹

Communications should therefore focus on the incentives of users and highlight the functional benefits in terms of the utility to stakeholders and the emotive benefits that foster sentiments of positivity and shared prosperity (figure 1.2). Articulating these benefits requires a strong and accepted vision of the purpose and use of the ID system or a new program or feature, which should be part of the planning phase and involve public and multi-stakeholder consultations. The more ID systems are designed with a people-centric approach and based on a series of prioritized use cases, for example, enabling more convenient applications for subsidies or opening a bank account, the easier it will be to identify and communicate these benefits.

⁹ World Bank. 2019. "ID4D Practitioner's Guide." Version 1.0. <https://documents1.worldbank.org/curated/en/248371559325561562/pdf/ID4D-Practitioner-s-Guide.pdf>.

Figure 1.2: Examples of Incentives for Participating in an Identification (ID) System



3. Communicating Progress and Changes Over Time

Ongoing communication helps to build momentum by ensuring that people and other stakeholders remain informed and engaged, including if issues arise during or following the introduction of a new ID system or feature.¹⁰ This can include tools to showcase real life, good news stories, such as the successful achievement of registration milestones or a reduction in wait times due to updated processes, system features, or office openings. To maintain public confidence in an ID system, it is integral that communications messaging remains genuine and is based on factual information.

4. Responding to Concerns and Addressing Misinformation

Changes to an existing ID system or the establishment of a new one can be met with hesitation, and in some instances, user fatigue, concern, or frustration, all of which can be expressed and accelerated through social media and digital channels. The spread of rumors and conspiracy theories can also adversely affect perceptions about an ID system or feature. Directly addressing perceived and actual risks, as well as misinformation, can help overcome myths and promote positive engagement with an ID system.¹¹

Governments can strengthen public confidence by listening, acknowledging, and responding to stakeholder perspectives through channels such as in-person and virtual public consultations at the community, regional, or national levels, or through participatory research and evaluation research.¹² These approaches demonstrate an appreciation for concerns raised by stakeholders and can be leveraged to highlight the ways in which they will be addressed in the short, medium, and long term. For example, people may oppose the introduction of a new ID system or feature due to fear of exclusion, discrimination, or the misuse of data. Acknowledging these concerns while underscoring the measures that are in place—for

¹⁰ Ibid.,
¹¹ Ad Council and COVID Collaborative. 2020. Black Audiences Creative Brief. "COVID-19 Vaccine Education Initiative." Community Messaging Guidance can be downloaded at: <https://blackcommunityvaccinetoollkit.org>.
¹² World Bank. 2020. "Understanding People's Perspectives on Identification: A Qualitative Research Toolkit." Washington, D.C.: World Bank. <https://id4d.worldbank.org/qualitative-research>.

example, to protect personal information or address grievances—can provide reassurance and build trust. Conversely, dismissing or failing to acknowledge or address concerns and potential risks will inevitably increase mistrust.

5. Preparing Crisis Communications

Like other government programs and technology systems, ID systems and processes are complex and entail some risks, which can give rise to challenging scenarios; for example, an eligible individual may be denied registration due to a misunderstanding or failure in policies or technology, or a security breach may expose personal data.¹³ Governments must be well equipped to (a) rapidly identify, and (b) respond to any such instances by proactively developing a crisis communication framework specific to the potential risks associated with ID systems and subsequently monitoring for issues, such as negative media coverage or degrading indicators from the ID systems, is crucial.¹⁴ It is essential to respond to problems diligently, transparently, and with empathy in order to maintain credibility with the public and other stakeholders.

13 World Bank. 2019. "ID4D Practitioner's Guide." Version 1.0. <https://documents1.worldbank.org/curated/en/248371559325561562/pdf/ID4D-Practitioner-s-Guide.pdf>.

14 For example: Horsley, J.S. and Barker, R.T. 2002. "Toward a Synthesis Model for Crisis Communication in the Public Sector: an Initial Investigation." *Journal of Business and Technical Communication*, 16, no. 4, 406-440.

Section II: Planning for an Effective Communications Strategy



This section highlights relevant considerations that can help translate a communications strategy into context-specific action. By surfacing relevant examples, questions, and tools, the below offers practitioners a framework to identify available resources and implement a pragmatic way forward.

Planning is essential to achieving communication objectives. Often, communication activities linked to ID systems are an afterthought and take place only after key decisions about an ID system are made and implementation is beginning. Instead, governments should prioritize the development of a communications strategy from the onset so that related activities can inform a host of dimensions, including coverage, usage, technology, and data protection. While this guide focuses on government-to-stakeholder communications, two-way engagement and consultation with the public is also critical (for more on this topic, see the ID4D *Guidance Note on Engaging Civil Society Organizations (CSOs) for Successful ID Systems*).¹⁵

Accordingly, the effective implementation of a communications strategy requires putting in place a sound communications plan. At a minimum, a communications plan should outline the (1) **timelines**, (2) **human resources**, and (3) **financial resources needed for communications**.

1. Timelines

The following questions can help guide discussions over communication timelines:

- When should communication about the ID system/feature **begin**? Ideally, communication should begin during the planning phase.
- **How long** should different communications activities run for in terms of their **occurrence**? For example: a periodic two-week social media blitz or ongoing communication activities throughout the year.
- What is the **appropriate duration** of different communications activities, for example a three-minute social media video post as opposed to a 30-minute television segment?
- What is an effective **sequencing approach** for different communication activities? For example, practitioners announce their intentions to plan for new ID system or updates through a press release or official announcement, and subsequently follow-up with various television, radio, and social media campaigns to engage and inform the public about the planning process, either concurrently or in a specific order relevant to the context.
- How will **logistics and geography** influence timelines? For example, what is the timeline for reaching residents in urban centers compared to those in rural areas where internet connectivity

¹⁵ Available at: <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099825009302229686/p17159206578ad0ad0824b0d39898774ed3>.

and road infrastructure can be limited, and where word-of-mouth and radio remain the prominent communication channels?

- Are there any **relevant milestones** approaching? For example, can ID communications activities be paired with relevant legislation in the pipeline, such as an updated national ID law or a new data protection act?¹⁶

How to approach each question will depend on the objective as well as required and available resources, including internal and external personnel and the overall budget.

2. Human Resources

When possible, the entity responsible for the ID system should consider designating an in-house communications focal point. This helps ensure sufficient focus and capacity for communications. In parallel, it is important to identify additional skills and capabilities required both internally and externally to achieve communication objectives and put in place the envisaged communications activities in the short and long-term. Based on this assessment, the responsible entity can decide on the size and skills composition of its internal communications team, as well as the recruitment of any external firms or individuals for periodic support.

Typical activities undertaken by the in-house communications focal point and team include:

- developing messaging for different phases of the ID lifecycle
- drafting speaking material for high-level officials
- preparing press releases about key developments
- monitoring media coverage
- responding to correspondence received from the public and key stakeholders
- managing web content
- crafting communications for different media outlets, including newspapers, radio, TV, and social media.

The dedicated communications focal point also often oversees the outsourcing of activities requiring specialized expertise and manages relevant third-party partnerships. This can include the end-to-end management of contracts with advertising firms and event agencies holding specialized capabilities in areas such as visual design, video production, or conference organization. Third-party partnerships may include joint campaigns and dissemination of key messages via influential individuals and entities, such as those in government, local and community leaders, national figures, civil society organizations (CSOs), and social media personalities.

Annex 2A offers an example of components for a Terms of References (TOR) for an external communications firm.

¹⁶ Information and Communication Technologies Agency Timor. 2021. "Unique Identity (UID) System Strategic Plan 2021-2025." Government of Timor-Leste.

3. Financial Resources

Governments should identify different communication activities and related expenditures, carefully weighing the added value of various low-cost and high-cost expenditures—for example, a social media post versus a billboard—toward achieving the identified communication objectives. As part of these deliberations, it is optimal to plan for a range of costing approaches, including owned media; namely, websites and social media pages created and managed by the ID authority; earned media, such as communications or content developed by external parties; and paid media—that is, communications and content that the government commissions, such as advertisements.¹⁷

Additionally, three important areas of consideration for costing include (1) **costing for reach**, (2) **considering logistics**, and (3) **leveraging partnerships**.

Costing for Reach

If a government is looking to enroll all residents in a new ID system, for example, public communications will need to reach *everyone*. To do so, messaging across multiple communication channels will be required, often including newspapers, radio, TV, and social media. Each of these comes at a different cost, and distribution can vary based on the specific country context.

For instance, broadcast television can be an effective mass-communication channel for certain audiences, although it may not reach audiences without a TV or cable. It is also a relatively costly option, particularly if the communications campaign involves an advertisement or televised debate during *peak hours*. Communication channels that provide personalized services, such as hotlines or helplines to address questions and concerns from the public (especially during an initial registration campaign), can bring important benefits, but also add significant operational costs and complexity associated with hiring and training teleoperators, equipment purchases, and call center rental fees.

In one example of tailoring communications to reach different segments, the Unique Identification Authority of **India's** (UIDAI) communication strategy in 2010 used mass-market broadcast communications in the country's official languages of Hindi and English for urban audiences, while prioritizing customized local-language communication materials, such as physical brochures or plays, for audiences outside of city centers.¹⁸

Considering Logistics Needs

Reaching different audiences can require different logistical considerations. For example, travel to rural or remote areas for community awareness-raising events can involve car rentals and driver hires for long-haul trips, flights to other parts of the country, and corresponding arrangements for accommodations. By contrast, virtual information sessions require limited travel and can be implemented at a very low cost. However, virtual events and online communications are unlikely to reach people with limited access to internet connectivity and digital devices. In some cases, higher-cost activities may be more effective where they are better suited for reaching the intended target audience.

17 World Health Organization. 2018. "Monitoring and Restricting Digital Marketing of Unhealthy Products to Children and Adolescents." https://www.euro.who.int/__data/assets/pdf_file/0008/396764/Online-version_Digital-Mktg_March2019.pdf.

18 UIDAI (Unique Identification Authority of India), Planning Commission, Government of India. 2010. AADHAAR - "Communicating to a Billion: An Awareness and Communication Report." Awareness and Communication Strategy Advisory Council (ACSAC).

Leveraging Partnerships

Using or extending existing partnerships with third-party vendors to administer communication activities can help lower costs. For example, governments may be able to include ID-related campaigns in rolling contracts with communications and events agencies in lieu of preparing standalone agreements for the ID system. In this scenario, a government unit can leverage event contracts under their own department or under other line ministries. There may also be opportunities for partnering with private sector companies on shared campaigns, which can help lower costs or provide tangible benefits for ID registration, as well as the opportunity to try a new feature, (see *Section IV: Promoting Continuity through a Multichannel Approach* for some examples).

Section III: Tailoring Communications to Different Audiences



This section offers practitioners perspectives on how to craft segmentation strategies across diverse groups within the public, government line ministries, and the private sector to reinforce the need to identify underserved population groups and boost participation in an identification (ID) system through an audience-specific communications approach.

Ensuring universal access is a core tenet of successful ID system design and implementation. To encourage registration and responsible use of an ID across sectors and services, it is critical to identify core audiences, including people who will enroll in or use a new system or features, people who are currently excluded from an ID system or may be in the future, and different entities who will rely on the system for identity verification and authentication services. The higher the level of audience segmentation, the more governments can strategically address nuanced perspectives from different stakeholder groups in their communications.¹⁹ In some cases, communicating separately to identified segment groups can be more effective than a mass-communications approach in terms of ensuring higher levels of engagement by hard-to-reach or typically marginalized groups.

1. Identify Audience Segments

In marketing terms, segmentation refers to identifying members of the population based on specific characteristics, which enables an enhanced understanding of specific communities and ultimately allows better targeting.²⁰ Characteristics for segmentation can include a range of different demographics, such as age, gender, income, and level of education. Additional dimensions of segmentation can be geographic (factors related to location and distance), psychographic (measures of general feelings and predispositions), and behavioral (attitudes and responses toward a product or service).²¹

While beneficial, segmentation can add both complexity and cost to a communications strategy. As such, it is imperative that practitioners undertake a needs assessment of relevant audience segments based on the high-level objectives of an ID strategy and allocate time, as well as human and financial resources, accordingly (see *Section II: Planning for an Effective Communications Strategy*).

Understanding the needs, motivations, and incentives of different audience segments allows for informed communications messaging, which can ultimately help boost engagement. The *ID4D Practitioner's Guide* outlines a four-pronged typology of stakeholder groups, each of which plays a unique role within an ID ecosystem: (1) people or “end-users,” (2) ID providers, (3) relying parties, and (4) enablers (see annex 3A). Effectively reaching these different segments requires tailored strategies that use the most appropriate and

19 The National Registration Bureau. 2015. “Communication Strategy and Implementation Plan 2015–2019.” Government of Malawi

20 The World Bank. 2021. “Segmenting a Community of Practice.” https://collaboration.worldbank.org/content/sites/collaboration-for-development/en/groups/communities4Dev/blogs.entry.html/2021/03/30/segmenting_a_communityofpractice-9M4S.html.

21 International Finance Corporation. “Market Research: Customer Segmentation.” <https://www.ifc.org/wps/wcm/connect/e94e147d-81de-4285-af35-f8eff47827b3/Customer%2BSegmentation.pdf?MOD=AJPERES&CVID=jizNdhl>.

relevant communication approaches for each group—and different audiences that may exist within each stakeholder group. The respective ID authorities of **India** and **Malawi** outline different audience segments relevant to their ecosystems, highlighting the different ways to capture the heterogeneity of stakeholders (table 3.1):

Table 3.1: Examples of Audience Segments Outlined in Identification (ID) Communications Documents

 INDIA	 MALAWI
<ul style="list-style-type: none"> ▪ Beneficiary residents ▪ Focus resident segments <ul style="list-style-type: none"> ◦ Below poverty line families ◦ Landless laborers ◦ Daily wage earners ◦ Minorities (for example, by caste, religion, and geographic region) ◦ Migrants ◦ Women ◦ Children ▪ Introducers <ul style="list-style-type: none"> ◦ Central/state governments ◦ Local governments ◦ Quasi governments and NGOs ▪ Registrars and enrollment agencies ▪ Ecosystem ▪ Support groups 	<ul style="list-style-type: none"> ▪ Malawian citizens ▪ Resident foreigners ▪ Government agencies and line ministries ▪ Parliament and national assembly ▪ Local government and councils (district, town, municipal, city) ▪ Village registers ▪ National registration bureaus ▪ Government communication partners ▪ Media ▪ CSOs ▪ Religious bodies ▪ Private sector service providers

Source: Adapted from UIDAI, Planning Commission, Government of India. 2010 and; The National Registration Bureau, Government of Malawi. 2015.

These examples highlight the importance of considering audiences with respect to gender,²² age, geographic coverage, residency, and socioeconomic background, and in particular groups who may be vulnerable, low income, or hard to reach. Both countries also outline stakeholders across public, private, and civil society sectors, as well as those serving in religious organizations.

2. Develop Inclusive Strategies and Materials

Within the audience segments outlined in table 3.1, it is vital to ensure further disaggregation to reach population groups facing additional challenges or marginalization. This includes low-income individuals, rural or nomadic populations, women with low mobility, persons with disabilities,²³ sexual and gender identity minorities,²⁴ indigenous populations, and households with low literacy or no Internet access who may require tailored communications strategies to ensure that they are not left behind.

22 See: World Bank. 2019. “Achieving Universal Access to ID: Gender-Based Legal Barriers against Women and Good Practice Reforms.” <https://documents1.worldbank.org/curated/en/606011569301719515/pdf/Achieving-Universal-Access-to-ID-Gender-based-Legal-Barriers-Against-Women-and-Good-Practice-Reforms.pdf>.

23 See: World Bank. 2020. “Creating Disability Inclusive ID Systems.”

24 See: World Bank. 2021. “ID Systems and SOGI Inclusive Design.”

For example, to ensure disability-inclusive civic information and education campaigns (IECs), materials and messaging should be made available in **disability-accessible formats**, including large print, Braille, sign language, and web-based resources. IEC materials, including voice and video campaigns, can also feature the participation of persons with disabilities to increase engagement and reinforce messages concerning inclusion. Similarly, developing materials in **local languages** and that are accessible for people with **low levels of literacy** are essential.

In **Mexico**, the National Registry of Population and Identity signed an agreement with the Secretary of Culture and the Institute of Indigenous Languages that enabled the translation of birth certificates, marriage licenses, and the Unique Key of Population Registry from Spanish to 30 (out of the 346) indigenous languages existing in the country. The agreement, established in 2018, also facilitates accessibility by enabling Braille for people with visual impairment.²⁵

3. Consider Government and Internal Stakeholders

An essential segment for effective strategic communications, also outlined in table 3.1, includes internal stakeholder audiences, such as government entities, that are indirectly or directly involved in the design, service delivery, and implementation of ID systems. On the supply side, a successful ID initiative requires a whole-of-government approach, where different line ministries understand the utility of an ID system, as well as the role they play in its delivery and adoption across different use cases. Communication across line ministries (horizontal collaboration) and between levels of government (vertical collaboration) is central to building internal alignment, which ultimately contributes to higher ID system coverage and usage, and improvements in service delivery. For example, the government of the **Philippines** is pursuing inter-ministerial collaboration for its ID system through an inter-agency committee on communications and editorial group that involves several government agencies through a partnership between the Philippines Statistics Authority and the Presidential Communications Operations Office to promote the national ID initiative within and beyond government.²⁶ Generally, communications within government line ministries will involve language and messaging that is more technical than information shared with the public.

The need for alignment extends to service providers, such as public and private sector services, and third-parties working with, or acting on behalf of, government line ministries—for example, registration officers or agents. Service providers and other “relying parties” depend on ID systems provided by others, such as an ID authority, to identify, verify, and authenticate people.²⁷ These stakeholders include both government agencies, such as a passport office, electoral commission, or tax body; and private sector actors, including mobile network operators, financial service providers, and credit rating agencies.²⁸

As relying parties can often represent the face of how ID is used to the public and society at large, tailored communication plays an important role in facilitating their understanding of the objectives and rationale of an ID system, including implementation features concerning verification, and authentication, interoperability, fair and responsible use, and data protection. Furthermore, through tailored communications, relying parties should be informed and incentivized to accept a shared responsibility for an ID system’s success.

25 Secretaria de Gobernacion. 2018. Diario Oficial de la Federación. DOF : 16/11/2018. https://dof.gob.mx/nota_detalle.php?codigo=5544102&fecha=16/11/2018#gsc.tab=0.

26 Philippines News Agency. 2018. “PSA partners with PCOO to Promote National ID.” <https://www.pna.gov.ph/articles/1052462>.

27 World Bank. 2019. “ID4D Practitioner’s Guide.” Version 1.0. <https://documents1.worldbank.org/curated/en/248371559325561562/pdf/ID4D-Practitioner-s-Guide.pdf>.

28 Ibid.

Entities working as implementation partners, as well as those who plan to use or integrate the ID into service delivery, such as for social assistance programs, health, or financial inclusion, should have opportunities and mechanisms to report progress and convey both successes and challenges.²⁹ Overall, communication with relying parties can add significant value by helping to limit the disconnect between strategy and action.³⁰

4. Involve Communities

Beyond simply providing information, tailored communications can also be leveraged to actively address concerns or reservations. Recent campaigns to promote the uptake of COVID-19 vaccinations provide some good examples for effective segmentation strategies. For instance, in the **United States**, communications tactics to reach different segments of unvaccinated Americans included “microtargeting” Haitian Creole speakers in specific cities, proactively engaging funeral attendees in Alabama, additional training to medical practitioners on combating misinformation, and inviting questions from “vaccine doubters” on call-in radio channels.³¹ In another example, the Ad Council and the COVID Collaborative developed a repository of communication resources specifically tailored to Black communities, which took into account mistrust toward government stemming from a history of abuse and unethical practices in medical research and healthcare.³²

In the context of the ID lifecycle, agencies and relying parties responsible for enrollment or authentication can develop thoughtful engagement strategies to boost information and engagement among populations with limited past access to ID systems. Already, countries with deliberate segmentation strategies are realizing higher levels of participation from previously underserved groups. In **Pakistan**, the National Database and Registration Authority (NADRA) tailored its enrollment approach by opening women-only registration centers with female staff, which increased the participation of women and their families, particularly in culturally conservative regions.³³ Communicating the availability of a women-only registration center through various channels, including word-of-mouth and broadcast media, is central to an approach of this kind.

29 McKinsey & Company. 2010. “Making It Work in Government: Perspectives on Transforming Performance in the Public Sector.” https://www.mckinsey.com/-/media/mckinsey/dotcom/client_service/public%20sector/pdfs/mcg/making_it_work_in_government.pdf.

30 Quirke, B. 2008. *Making the Connections: Using Internal Communication to Turn Strategy into Action*. Second Edition. Routledge.

31 Levitz, J and Kamp, J. 2021. “To sway the unvaccinated, new tactics are tried at funeral homes and on radio shows”. *The Wall Street Journal*. January 16, 2022, <https://www.wsj.com/articles/to-sway-the-unvaccinated-new-tactics-are-tried-at-funeral-homes-and-on-radio-shows-11642329.001>.

32 Ad Council and COVID Collaborative. 2020. Black Audiences Creative Brief. “COVID-19 Vaccine Education Initiative.” Community Messaging Guidance can be downloaded at: <https://blackcommunityvaccinetoolkit.org>.

33 World Bank. 2019. “ID enrollment strategies: Practical lessons from around the globe.” <https://documents1.worldbank.org/curated/en/539361582557916734/pdf/ID-Enrollment-Strategies-Practical-Lessons-From-Around-The-Globe.pdf>.

Section IV: Promoting Continuity through a Multichannel Approach



By highlighting various communication channels, media, and country examples, this section offers guidance on how practitioners can reach different audience segments to effectively pursue a segmentation and disaggregation approach that is relevant to their identification (ID) ecosystem and local context.

Whether communications around the ID system are intended for a broad or specific audience, a multichannel approach can help optimize their reach. Doing so begins with identifying the best medium for different population segments.³⁴ When choosing the right medium, key considerations include: (1) the **types of distribution channels**, (2) **communication format**, (3) **frequency of communications**, and (4) **strategic partnerships**.

1. Types of Distribution Channels

The typology of communications channels includes different categories of traditional and digital media (table 4.1). Across each distribution channel, it is important to consider linguistic variations and include languages spoken by different population groups, including non-official languages of the country, as applicable. Additionally, disaggregating by national, regional, municipal, village, and community levels—for example, complementing national news with local radio broadcasts in different languages and communities—can also ensure more contextualized, and thus better, targeted engagement.

Table 4.1: Examples of Distribution Channels for Communications on Identification

Conventional Broadcast Media	<ul style="list-style-type: none"> • Television, including dedicated programming on an activity during the identification (ID) lifecycle or inserts within existing content or advertisements. • Radio, which is an effective channel in many countries, particularly for reaching rural and/or low-income households without a television or internet connectivity. Radio is an affordable medium that is also accessible to households and individuals with low literacy.
Print Materials	<ul style="list-style-type: none"> • Newspapers, including general and thematic • Leaflets and brochures • Billboards and banners [<i>Different forms of print materials can be displayed on buildings; bridges; and moving vehicles, such as a van or truck in commute; and in specific location centers, such as apartment buildings, health facilities, and bus or train stops.</i>] • Internal government memos or briefings within or between line ministries

³⁴ The National Registration Bureau, Government of Malawi. 2015. Communication Strategy and Implementation Plan 2015 - 2019.

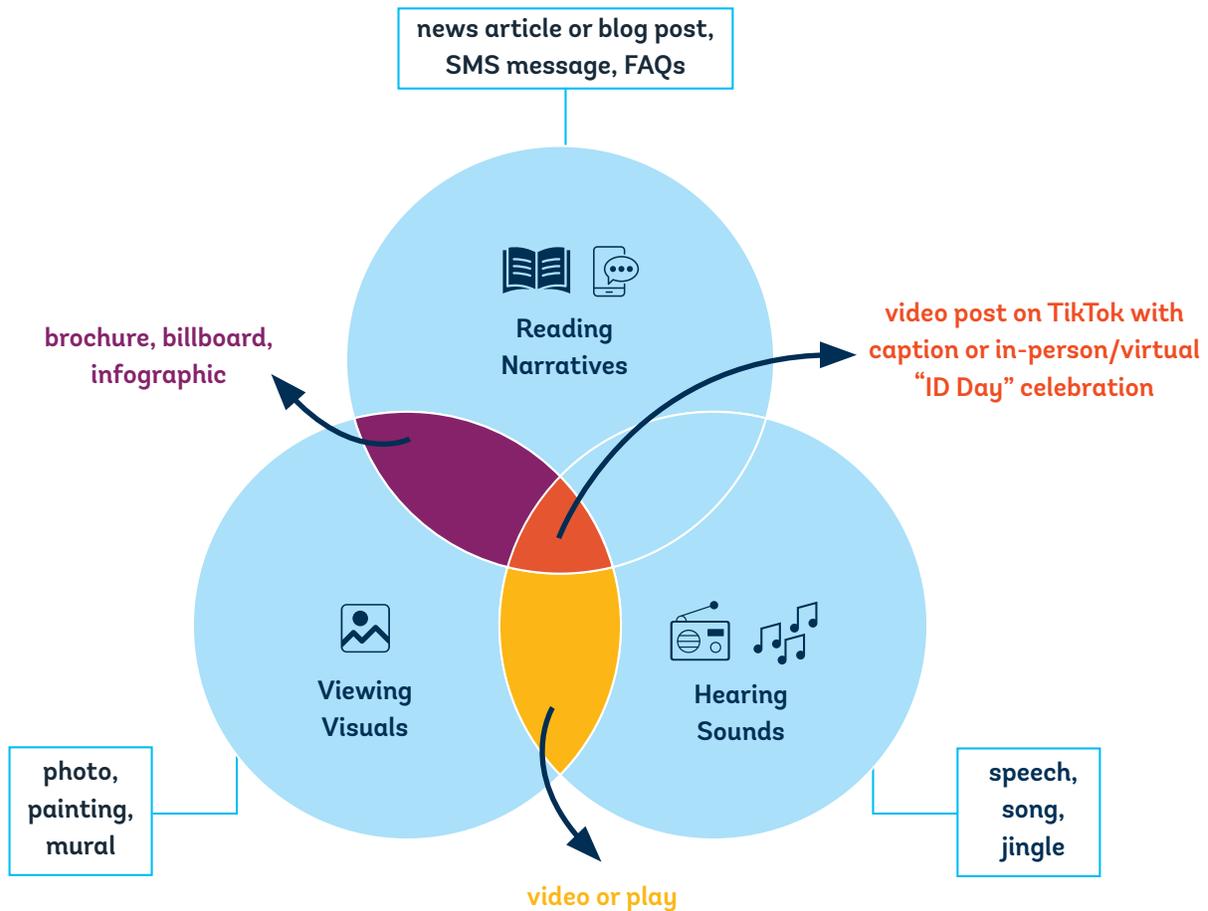
Community Leaders	<ul style="list-style-type: none"> • Politicians • Local leaders, including chiefs or mayors • Religious leaders • Business leaders
Social and Digital Media	<ul style="list-style-type: none"> • Websites and electronic newsletters; Governments can create a dedicated website for ID activities or include a page within an umbrella government portal. • Facebook, Instagram, WhatsApp, YouTube, Twitter, TikTok, Telegram, LinkedIn, Soundcloud, among other social media platforms—<i>Governments can include dedicated social media channels or push posts on these platforms through different user and business accounts. The effectiveness of different social media outlets will vary based on local engagement trends and preferences, as the level of engagement with each platform varies among regional and country contexts.</i> • SMS (short message service) text message and USSD (unstructured supplementary service data) messages
Person-to-Person	<ul style="list-style-type: none"> • Door-to-door • Word-of-mouth • Referral
Events	<ul style="list-style-type: none"> • Local meetings and events, for example, at the village or district-level • Roadshows • Press conferences • Professional conferences, including those for educators and health workers, among others • Public and stakeholder consultations • Webinars • Identity (ID) Day campaigns, usually linked to global Identity Day on September 16 in recognition of the UN Sustainable Development Goal 16.9 which calls for legal identity for all by 2030, including birth registration.³⁵

35 For more information about Identity Day, see: Identity Day – September 16: [//www.id-day.org/](http://www.id-day.org/).

2. Communications Formats

When using different distribution channels, practitioners can also rely on a **combination of varying formats** to communicate a message. Through diverse forms of offline and online communication, governments can tailor their approach and appeal to different audiences and learning styles to optimize engagement (figure 4.1).

Figure 4.1: Using Varying Formats to Optimize the Resonance of Identification (ID) Systems



Communications

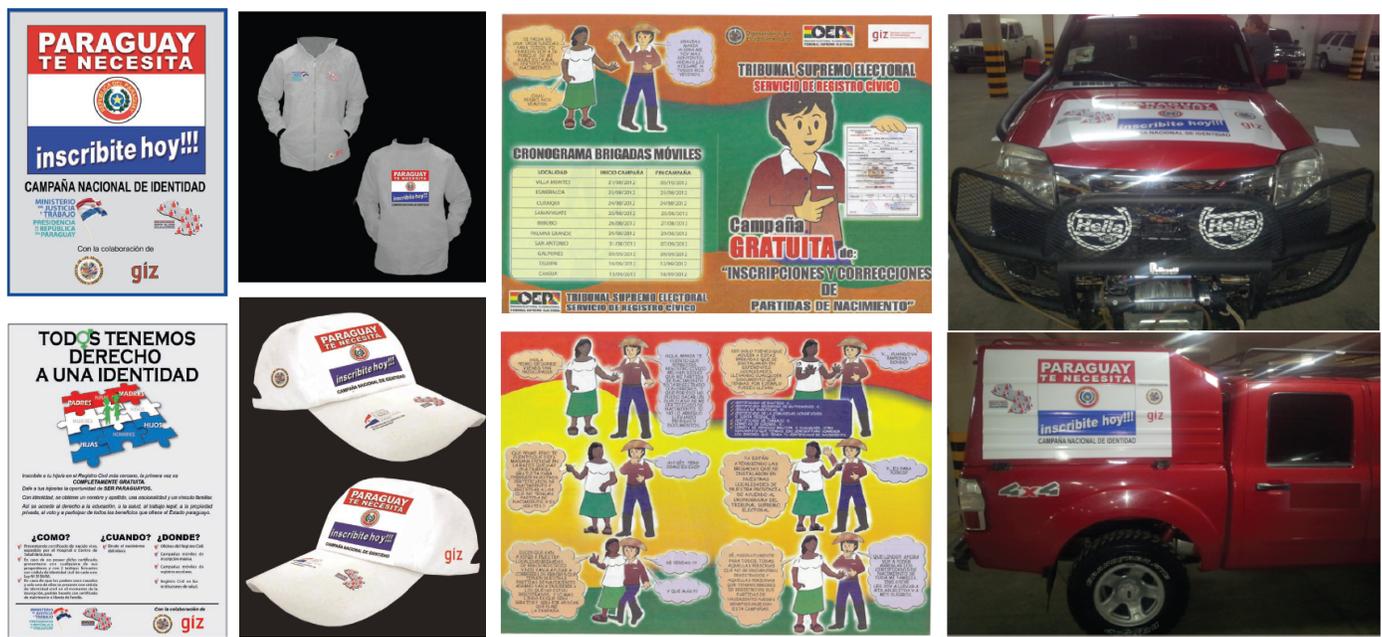
To reach audiences with low literacy or in areas with limited connectivity, it is important to meet people where they are. For example, **Malaysia's** National Registration Department (JKN) has mobile teams that routinely visit rural and remote parts of the country to offer national ID and civil registration services and organize workshops for populations without easy access to JKN offices.³⁶

Civil society organizations (CSOs) play a key role in communicating the benefits of obtaining an official proof of identity. In **Indonesia**, for example, the Women Headed Family Empowerment Program (PEKKA) works with local authorities to organize information and consultation service

³⁶ Marskell, J. & Sorchik, R. 2018. "Bali process Civil Registration Assessment Toolkit." Regional Support Office of the Bali Process. <https://getinthepicture.org/sites/default/files/resources/Bali%20Process%20Civil%20Registration%20Assessment%20Toolkit.pdf>

clinics with local ID offices to improve access to ID service for marginalized women and girls.³⁷ Likewise, in **Ecuador, Peru, Bolivia, and Paraguay**, various stakeholders (including local CSOs, municipalities and national indigenous institutes) coordinated to implement a tailored communication strategy related to the delivery of ID cards and certificates of vital events in rural and border areas.³⁸ As part of this effort, various dedicated civic information and education campaigns (IECs) were produced, including printed leaflets of colorful images that detailed how and where to enroll, as well as eligibility criteria; informative posters taped to moving vehicles supporting enrollment; and promotional clothing and headgear worn by registration officers at enrollment sites (for visual examples of the offline IECs as part of this campaign, see *Figure 4.2*). Developing a cartography of hard-to-reach areas can be an efficient way to determine which audience segments require localized and tailored communication strategies regarding an ID system.

Figure 4.2: Example of offline IECs for the delivery of ID cards



Source: Organization of American States. 2014. "Metodología de Campañas de Registro Y Sensibilización en Zonas Fronterizas." <https://www.oas.org/es/sap/dgpe/pub/MetodologiaRegistroFronteraPDF.pdf>.

Generally, traditional and offline examples of communication activities related to ID campaigns are not fully captured in the literature or existing guidance. As practitioners leverage communications to boost participation in ID processes such as registration, it is important to build a roster of successful approaches, particularly those that effectively extend to hard-to-reach groups. CSOs and local authorities are often well-positioned to boost the reach of communications to underserved groups, such as households in rural areas, women, and youth.

37 Rahmi, M.A. et al. 2021. "Bridging Inclusion: Understanding vulnerability in Indonesia's CRVS system." Center on Child Protection and Wellbeing at Universitas Indonesia (PUSKAPA). <https://puskapa.org/en/publication/1213/>.
 38 Organization of American States. 2014. "Metodología de Campañas de Registro Y Sensibilización en Zonas Fronterizas." <https://www.oas.org/es/sap/dgpe/pub/MetodologiaRegistroFronteraPDF.pdf>.

Governments are increasingly relying on digital media communication strategies to promote ID systems.

For example, **Bangladesh** developed a dedicated theme song in Bengali for the Smart National ID Card and an accompanying video uploaded on YouTube capturing the essence of participation across society.³⁹ The five-minute video features people with different characteristics and backgrounds, including rural farmers, youth, women, the elderly, children with disabilities, and athletes. Against a backdrop of upbeat melodies, the video provides informative details, such as how the ID card is personalized, while simultaneously showcasing client satisfaction through a presentation of smiling beneficiaries across different use cases.

In **Philippines**, the Philippine Statistics Authority (PSA) is rolling out a new national ID called PhilSys. To support the launch of registration in October 2020, PSA encouraged awareness-raising campaigns on social media and developed a song as an anthem for the new ID. The viral nature of social media meant that enrollment officers quickly became ambassadors in their respective social networks. TikTok videos of enrollment officers dancing to the PhilSys anthem enabled information about registration events to quickly spread and reached a larger segment of the population than classic communication campaigns and, in October 2021, a TV commercial featuring two celebrities in the Philippines was developed to further amplify the benefits of the new ID system and modalities for enrollment (Figure 4.3).

Figure 4.3: Example of digital media communications for ID systems from Philippines



Source: PSA PhilSys Official. *PhilSys TV Commercial with PhilSys Ambassadors Sarah Geronimo-Guidicelli and Matteo Guidicelli*. YouTube Video, 1:47. <https://www.youtube.com/watch?v=LMNa5EeUB7o>.

Additional approaches of country-specific creative and interactive digital communication assets are outlined below (Table 4.2). It is worth noting that while engagement over digital media is important and, given its relatively low cost, can represent good value for money, online channels must be complemented by other mediums to reach a wider range of people, including those without internet connectivity or smartphone access. Even some of the most engaging digital media examples highlighted in table 4.2 below are only reaching a relatively small share of country populations.

39 Digital Bangladesh. 2016. *Smart National Identity Card Theme Song*. YouTube Video, 4:54, <https://www.youtube.com/watch?app=desktop&v=GzK3F2yGCqg+>.

Table 4.2: Country Examples of Digital and Social Communications for Identification (ID) Systems

Bangladesh	<ul style="list-style-type: none"> • A video on YouTube featuring a theme song in Bengali specific to the national ID initiative and the Smart National ID Card, as part of Digital Bangladesh.
Ecuador	<ul style="list-style-type: none"> • The General Directorate for Civil Registration, Identification and Certification (has a dedicated YouTube channel and Twitter account. • The Directorate periodically uploads videos to inform the public about features of the new ID card, mobile campaigns, and pre-registration information.
India	<ul style="list-style-type: none"> • The Unique Identification Authority of India (UIDAI) has a dedicated website, YouTube channel, Facebook page for Aadhaar Official, and “Aadhaar@UIDAI” Twitter account. • The website includes a Media and Resources tab, which hosts a series of official videos, advertisements, and videos specific to Aadhaar. • UIDAI hosts a dedicated channel on
Indonesia	<ul style="list-style-type: none"> • The Director-General of Population and Civil Registration has an active social media presence on various outlets, including a TikTok account, through which he creates informal short videos to engage his audience, and also offers a direct channel for Q&As, storytelling, and regular communications updates on the ID system.
Italy	<ul style="list-style-type: none"> • Working with the Department for Digital Transformation and Agency for a Digital Italy, Designers Italia is designing online portals that center around the public’s needs and embed inclusive user experiences end-to-end, effectively demonstrating innovation in how public sector websites can be presented to external stakeholders. To date, projects by Designers Italia include a website for the country’s digital identity initiative, SPID (Systema Pubblico di Identità Digitale). Other websites include those for schools, government-related payments, and municipal services.
Peru	<ul style="list-style-type: none"> • The digital identity agency, RENIEC (Registro Nacional de Identificación y Estado Civil) has a dedicated website, page on YouTube, an official Twitter page (RENIEC Perú), and a page on Facebook.
Philippines	<ul style="list-style-type: none"> • The Philippines Statistics Authority (PSA) has a comprehensive government website for the foundational ID system, PhilSys. The website hosts tabs with clear information, including directions on how to access physical or online registration, and a general tab on frequent Q&As. • The PSA also uses official social media accounts, including a Facebook page with over 1 million followers, a Twitter account, and a YouTube channel.
Singapore	<ul style="list-style-type: none"> • The Government Technology Agency of Singapore produced a video to outline the role of Singpass, the country’s national digital ID, in empowering users’ everyday lives. The video showcases the utility of the Singpass mobile application across a range of public and private sector use cases.

Given the prominence of digital media, governments can further leverage online platforms by undertaking various social media analysis that can help curate “hot topics” at the center of public discourse. For example, a digital and social media landscape analysis of key words can provide interesting insights on the perspectives of the ID system by groups such as CSOs and the public. Such insights can in turn inform the design of a communications approach by identifying knowledge gaps, concerns or misinformation that need to be addressed, and priority groups and areas for engagement and consultation.

3. Frequency of Communication

A communications strategy can encompass an **outreach schedule of varying frequency**. Ideally, communications would be embedded in both the design—that is, planning—and implementation—in other words, service delivery—phases.⁴⁰ Repeating communications consistently can build audience recall, which in turn helps to increase participation and engagement.⁴¹ Examples include:

- **Timor-Leste’s** Unique Identity (UID) System Strategic Plan, which outlines a mixed approach encompassing two annual television shows, 12 monthly radio slots, and continued social media and direct-to-consumer messaging through emails and mass SMS texts.⁴²
- Taking advantage of recurring moments or events that bring people together in-person or virtually in their localized contexts. In **Rwanda**, a countrywide registration campaign strategically leveraged a recurring monthly day of community service known locally as Umuganda to promote enrollment into a renewed identification system.⁴³
- Launching campaigns to coincide with international Identity Day⁴⁴ or similar days of national or international significance. For example, **Argentina** has its own annual National Day of the Right to Identity on October 22, a custom that began in 2004.⁴⁵
- In January 2022, **Ethiopia** convened individuals for a public stakeholder consultation anchored around a “Diaspora ID Day.” These special days also provide an opportunity for physical and virtual events and messaging that raise awareness about the importance of obtaining an ID.

4. Strategic Partnerships

Governments can extend the reach of their communications through **strategic partnerships with organizations that can deepen engagement with different segments**. For example, education centers and higher education institutions are uniquely positioned to disseminate information to students, while non-governmental organizations (NGOs) or civil society organizations (CSOs) working in remote areas can engage last-mile households or vulnerable population groups, such as internally displaced persons, refugee communities, and minority groups (see examples earlier in this section, such as in **Indonesia**).

Governments can also leverage branding partnerships with private sector organizations, such as mobile network operators (MNOs) or sports franchises, that can extend targeted public communications to beneficiaries.

40 World Bank. 2018. “Communications&OutreachinSocialSafetyNets.” <https://thedocs.worldbank.org/en/doc/145861575490460697-0160022019/original/SPJCC19SSND3S1NsourCommunicationsandOutreach.pdf>.

41 World Health Organization. “Strategic Communications Framework for Effective Communications.” https://www.who.int/docs/default-source/documents/communicating-for-health/communication-framework.pdf?sfvrsn=93aa6138_0.

42 Information and Communication Technologies Agency Timor. 2021. Unique Identity (UID) System Strategic Plan 2021 – 2025.

43 World Bank. 2019. “ID Enrollment Strategies: Practical Lessons from Around the Globe.”

44 For more information, see: Identity Day – September 16: [//www.id-day.org/](http://www.id-day.org/).

45 UNESCO (United Nations Educational, Scientific and Cultural Organization). “22 OCTOBER – National Day for the Right to Identity”. <https://www.cipdh.gob.ar/promotion/human-rights-days/22-de-octubre-dia-nacional-derecho-identidad/?lang=en>.

- In **Peru**, the National Registry of Identification and Civil Status (RENIEC) launched a branding campaign in partnership with Coca-Cola, called the “Happy ID” project. As part of the campaign, people who smiled inside one of 30 Coca-Cola branded picture-booths received a free photo toward their new national ID card, along with promotions for products with partner brands.⁴⁶ The Happy ID project was promoted throughout the country through a dedicated website and broadcasting channels, including popular television and radio, and focused on the common theme of a happier, united Peru.

46 McCann Worldgroup. Coca-Cola – Happy ID. <https://www.mccannworldgroup.com/work/happy-id>.

Section V: Crafting Messaging that Sticks



This section outlines considerations for producing engaging communications that stand out and resonate with the public. Through country examples, it unpacks key ingredients for developing an effective message, including simplicity, relevance, storytelling, a unifying brand, and neutrality.

With the advent of technology and social media, people are bombarded with a multitude of constant, often competing messages and information flows. Governments can serve as a reliable source of knowledge by communicating messages effectively and curbing misinformation *if communications are presented in a way that is honest, transparent, and easy to understand*. Conversely, communication that is complex or full of jargon, incorrect, or combative can undermine knowledge and confidence. The following guidance and country examples provide helpful advice for creating powerful and memorable messages about an ID system, process, or activity.

1. Keeping it Simple

When drafting communications, messaging should get to the root of stakeholder perceptions, incentives and benefits (both emotive and functional), and overall objectives (See Section I: Identifying and Defining the Objective of a Communications Strategy). In their book, *Made to Stick*, Chip and Dan Heath (2007) operationalize simplicity not in terms of “sound bites” and “dumbing down” language. Rather, they define simplicity as a process of “finding the core” and, specifically, “stripping an idea down to its most critical essence.”⁴⁷ Similarly, in a communication strategy for the National ID System, the Government of **Malawi** suggests beginning by crafting underpinning core ideas, and subsequently building respective key messages that reference back to them (see specific examples outlined for Malawi below).⁴⁸

Prioritizing the most important ideas helps underscore the value proposition of an ID system or feature. To take another example from COVID-19 communications, the **United States** Center for Disease Control noted that some concepts were recognizable only to health practitioners, causing further anxiety in an already uncertain environment.⁴⁹ Terms such as “flattening the curve,” “sheltering in place,” and “social distancing” revealed information asymmetries in pandemic-related communications. Similarly, in the context of ID systems, the average user may face difficulty interpreting concepts such as “digital authentication” or “tokenization” despite the prevalence of these processes in their everyday lives.

47 Heath, C. and Heath D. 2007. *Made to Stick: Why Some Ideas Survive and Others Die*. New York: Random House Publishing Group.

48 The National Registration Bureau, Government of Malawi. (2015). Communication Strategy and Implementation Plan 2015 - 2019.

49 Centers for Disease Control and Prevention. 2020. “Community Engagement of African Americans in the Era of COVID-19: Considerations, Challenges, Implications, and Recommendations for Public Health.” *Preventing Chronic Disease*. Volume 17. https://www.cdc.gov/pcd/issues/2020/20_0255.htm.

Some examples of simplicity in messaging include:

- In **Lebanon**, the Directorate General for Civil Status (DGCS) in partnership with the United Nations Development Programme (UNDP) released a promotional one-minute video regarding a new service to digitally request and self-print civil status documents. The video informed the public of how to access the new system while in the country or abroad and reinforced the following recurring messages: “It is now electronic,” and “It is faster, easier, clearer”.⁵⁰
- In **Honduras**, the National Registry of Persons crafted a one-word key message in Spanish to emphasize the personal agency and empowerment of registration: “*Identificate*,” which translates to “Identify yourself” in English.⁵¹
- In **India**, UIDAI’s communications strategy framed Aadhaar as an “opportunity not to be missed” as opposed to a “duty that must be performed” and also as “easy to get” and “easy to use.” Residents commonly referred to the national ID program as “my Aadhaar,” signaling individual ownership and the role of effective communications. UIDAI communications also focused on outlining what Aadhaar is not (for example, it is, not only for individuals with existing identity documents).⁵²
- In **Timor-Leste**, key messages to motivate people to participate in ID registration centered on explaining the why, how, when, and where, such as: “UID is your basic right,” “Equality and privacy is ensured,” “Get your UID now,” and “Call... for complaints and assistance”.

2. Ensuring Relevance

To be effective, messaging should respond to the precise needs and concerns of different target populations (see Section III: Tailoring Communications to Different Audiences).

One way to ensure relevance is to discuss and messages in collaboration with communities. Delivering them in different regional or local languages by trusted messengers, such as singers or influencers, can also build resonance and promote full inclusivity.

- In **India**, UIDAI messaging about Aadhaar is offered in various regional languages. This involves going beyond simply translating or dubbing existing English and Hindi material, by producing customized local language communications for pamphlets, wall paintings, and banners. This includes the Aadhaar handbook, which is offered in 12 languages (more than the number of official languages in the country).⁵³
- In **Malawi**, the NRB used four languages for IECs, namely: Chichewa, Tumbuka, Yao, and English, which helped make communication materials accessible to most audiences. However, language barriers were encountered in one example where promotional t-shirts featuring messages in English and Chichewa were distributed in Northern parts of Malawi, where people are mostly fluent in Tumbuka.⁵⁴

50 UNDP Lebanon. September 11, 2020. *UNDP provides support to the DGCS in the media campaign "record register is now electronic"*. [video]. YouTube. <https://www.youtube.com/watch?v=7TkQT-1NWRM>.

51 United Nations Development Program Honduras. Programa de Apoyo para la Eficiencia y la Transparencia del Proceso de Modernización del Documento Nacional de Identificación en Honduras. <https://www.undp.org/es/honduras/proyectos/identificate>.

52 UIDAI (Unique Identification Authority of India), Planning Commission, Government of India. 2010. AADHAAR - “Communicating to a Billion: An Awareness and Communication Report.” Awareness and Communication Strategy Advisory Council (ACSAC).

53 The handbooks are offered in the following 12 languages: Marathi, Gujarati, Tamil, Malyalam, Kannada, Hindi, Odia, Bangla, Telugu, and Assamese. See: Government of India. UIDAI website, Handbooks.

54 The National Registration Bureau, Government of Malawi. (2015). Communication Strategy and Implementation Plan 2015 - 2019.

- In **Jamaica**, public communications about a new National Identification System (NIDS) bill were found to be mostly accessible to middle and upper segments of society, as communication was largely in English, and not Creole or Patois. As such, people who were more comfortable with Creole and Patois faced difficulty accessing and engaging with advocacy efforts and public consultations when the new bill was being made public, highlighting a communication barrier.⁵⁵
- During the COVID-19 pandemic in the **United States**, the State of Colorado hired a range of influencers to channel credible information on vaccinations under a “Power the Comeback” campaign,⁵⁶ rewarding up to US\$1000 for content tailored to hesitant residents on platforms such as Instagram and TikTok. Among the selected influencers was an individual from the Latino community with a Spanish-language Facebook page and a following of over 600,000 people.⁵⁷

3. Storytelling

Another way to ensure relevance is by telling stories. Stories relevant to stakeholder audiences are often more memorable than information.⁵⁸ ID communication campaigns can develop locally contextualized stories through partnerships with organizations that have a strong affiliation in the country. This can include private sector organizations with a large customer footprint in the country or not-for-profit entities highly regarded for their work in specific localities. Communication campaigns can leverage the brand and reach of an organization to promote stories and messaging based on shared principles and values.

- In **Paraguay**, UNICEF worked with a local advertisement firm to devise a creative birth registration campaign centered around the country’s most popular sport: soccer (Figure 5.1). Specifically, the campaign advocated for the pressing need to increase official identification for children and adolescents. To do so, the campaign leveraged a qualifying soccer match against Uruguay ahead of the 2014 World Cup in Brazil and prior to national elections in Paraguay. Under the branding and hashtag “No Name Match”, broadcasters from two of Paraguay’s most watched TV channels and four popular radio stations provided play-by-play commentary without mentioning the names of soccer players. Shortly after the match began, participating media outlets subsequently conveyed a message from UNICEF’s birth registration campaign: “Like Paraguayan soccer players, we all need a name and a nationality. In Paraguay, one out of four children are not enrolled in the registry office before the first year of life. What do you think your Candidate will do about this? Ask him[them].”

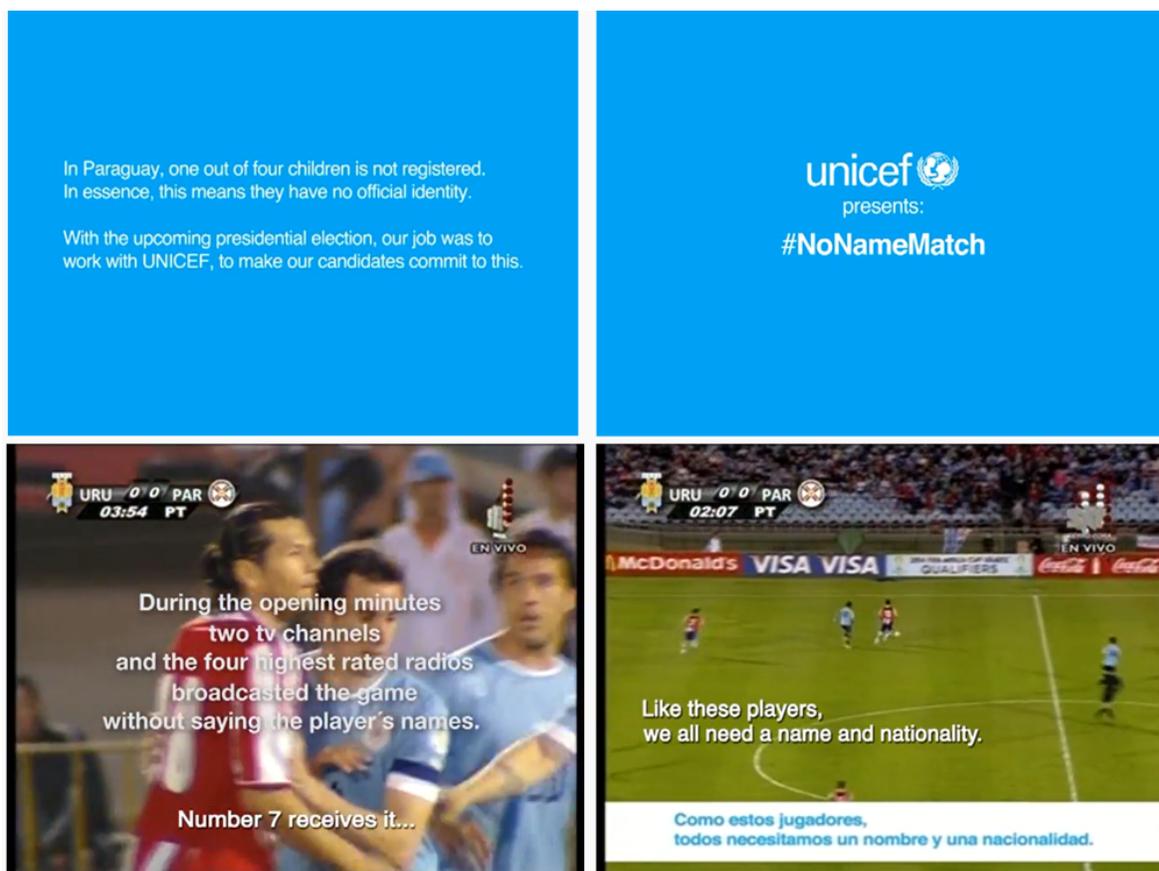
55 The Engine Room and partners. 2021. “Digital IDs Rooted in Justice: Lived Experiences and Civil Society Advocacy Towards Better Systems.” <https://www.theengineroom.org/wp-content/uploads/2022/01/Engine-Room-Digital-ID-2022.pdf>.

56 Department of Public Health and Environment. 2021. “State Asks Coloradans to ‘Power the Comeback.’” <https://covid19.colorado.gov/press-release/state-asks-coloradans-to-power-the-comeback>.

57 Guardian. 2021. “US Recruits Social Media Influencers to Reach Vaccine Skeptics and Dispel Myths.” <https://www.theguardian.com/us-news/2021/aug/11/us-recruits-social-media-influencers-reach-vaccine-skeptics>.

58 World Bank. 2018. “Communications and Outreach in Social Safety Nets.”

Figure 5.1: Example of digital media communications for birth registration from Paraguay



Source: UNICEF Paraguay. *No Name Match*. YouTube Video. <https://www.youtube.com/watch?v=2RfLUJRrO54>

4. Cultivating a Unifying Brand

Branding and symbols can be powerful tools for cultivating a sense of unity by underlining shared emotive and functional benefits of having or using an ID.

- In **Peru**, the unique identification of citizens became a national priority following civil conflict in the mid-90s.⁵⁹ With more than three million Peruvians left without formal identification due to domestic insurgency, a national identification campaign became a symbol for reconciliation and inclusion, ultimately paving the way for Peru's near universal ID ownership. The national ID campaign extended to the most isolated populations in the Amazon and made available IECs in over 40 indigenous languages.

Furthermore, branding for an ID campaign can involve a suite of communication assets, including a combination of words, visuals, sounds and jingles.

⁵⁹ For more information, read ID4D's blog: Melhem, S. and Harbitz, M. 2018. "Identification as a Centerpiece for Development: What Can other Countries Learn from Peru?".

- In **Malawi**, the NRB distributed branded t-shirts, calendars, and posters at various district-levels to deliver specific messaging about registration.
- In **Japan**, the Japan Agency for Local Authority Information Systems (J-LIS) developed a mascot linked to the foundational ID, associating all branding with a bunny. The bunny appears on J-LIS IECs and its website as a consistent and playful symbol for the foundational ID and identification number.⁶⁰

To increase engagement and resonance with a brand, open calls for proposals have been helpful in crowdsourcing creative ideas from the public and incentivizing participation through contests and awards.

- In **India**, UIDAI led a nation-wide logo competition for Aadhaar, which received over 2000 submissions from individuals and organizations across the country.⁶¹ UIDAI selected a winning design (figure 5.1) and awarded the finalist, as well as the top four runner ups, with prize money.⁶²

Figure 5.2: The Unique Identification Authority of India (UIDAI) Criteria for Selecting the Winning Logo as Part of a Communications Campaign

- “The logo should **bring out the essence** of the UIDAI’s purpose and goals
- The logo should communicate that Aadhaar is a **transformational opportunity** for individuals across the country, and that it is one that will **equalize access** to services and resources for the poor
- The logo should be one that can be **easily understood** and communicated across the country”



Winning Logo Design

Source: Government of India, UIDAI. Archived Aadhaar Logo.

5. Remaining Neutral

As government or official ID campaigns should reach and communicate to all those eligible to register and obtain an ID, messaging should remain neutral and broadly appealing. In Malawi, for instance, NRB set out to design its IECs so that “words, pronunciations, visuals, songs, and colours” do not offend people in any community. Apolitical messaging is also important to avoid alienating different population segments.⁶³ Neutrality in messaging is especially important when ID systems, such as voter cards, are linked to electoral processes. Here, strategic communications can help manage misinformation and perceptions of ID systems as being politicized, or as serving the interests of certain political groups.

60 See: The Japan Agency for Local Authority Information Systems (J-LIS). [Individual Number Card](#).

61 Government of India, UIDAI. [Archived Aadhaar Logo](#).

62 According to the Aadhaar Awareness and Communications Report, the sun in the winning design represents the new dawn and shining promise of equal opportunity for all. The dawn emerges from a fingerprint, which represents the unique number as part of Aadhaar, speaking to a guarantee of uniqueness. The sun is also intended to signify more light and, in turn, more transparency in government administration.

63 World Bank. 2019. “[ID Enrollment Strategies: Practical Lessons from Around the Globe](#).”

Section VI: Measuring Reach and Effectiveness



This section outlines how practitioners can assess and optimize the contribution of a communications strategy through a monitoring and evaluation (M&E) framework. This includes a rationale and examples of how communications activities can be tracked against outcome indicators, including the broader goals of increasing awareness, enrollment, and participation in an identification (ID) system.

Measuring the performance of the communications strategy is essential for adapting to new needs and situations. To begin, governments should establish performance criteria for communication activities under a framework consisting of outputs, outcome indicators, targets and, where relevant and/or possible, baseline information.⁶⁴ This will allow for periodic assessments of effectiveness against defined metrics and intended outcomes so activities and resources can be adjusted as necessary. Such performance indicators should be related to concrete activities across different distribution channels and audience segments. A simple example of a monitoring and evaluation framework is captured in Table 6.1 below.

Table 6.1: Example Metrics to Measure the Performance of an Identification (ID) Communications Strategy

Stakeholder Group	Outputs (Specific Communication Activities)	Outcomes (Results of Activities)	Targets
People <i>“End-users” of the identification (ID) system</i>	<ul style="list-style-type: none"> Number of people reached by a communications activity, disaggregated along demographic, geographic, and other segment groups Number of radio shows about a campaign or topic Number of communication channels that offer live Q&As Number of local language communication materials available in rural and hard-to-reach areas Number of communication products outlining the availability and process for grievance redress mechanisms (GRMs) Number of social media mentions and engagements 	<p><i>Immediate:</i></p> <ul style="list-style-type: none"> Level of engagement through various channels and events <p><i>Intermediate:</i></p> <ul style="list-style-type: none"> Level knowledge of the purpose, procedures, and use of the ID Understanding of specific technologies and features <p><i>Longer-term:</i></p> <ul style="list-style-type: none"> Level of satisfaction and trust Enrollment numbers and rates of target groups Use of ID services and specific features, such as mobile apps 	Outcomes that each indicator should reach over a specified timeline

64 United Nations Development Group. 2017. Monitoring and Evaluation – UNDAF Companion Guidance. <https://unsdg.un.org/sites/default/files/UNDG-UNDAF-Companion-Pieces-6-Monitoring-And-Evaluation.pdf>.

Stakeholder Group	Outputs (Specific Communication Activities)	Outcomes (Results of Activities)	Targets
	<ul style="list-style-type: none"> Number of downloads of informational resources Number of viewers of television and online videos 		
ID-provider <i>Issues and manages identities</i> Relying parties (RPs) <i>Government and private sector entities that use the ID system to identify, verify, or authenticate end-users</i>	<ul style="list-style-type: none"> Number of internal communication positions staffed within ID authority Communications firm contracted by ID authority for specific activity Communications strategy drafted and adopted Diversified communications formats deployed, including a mix of offline and online materials Number of RPs provided with information or training sessions about a new or updated ID system 	<i>Immediate:</i> <ul style="list-style-type: none"> Level of engagement through various channels <i>Intermediate and longer-term</i> <ul style="list-style-type: none"> Number of RPs onboarded for ID registration and authentication Satisfaction and trust of ID-provider and/or RPs Knowledge and compliance with policies and procedures Prevalence and incidences of misinformation Transaction volumes for ID services 	Outcomes that each indicator should reach over a specified timeline

Capturing and tracking such indicators will require multiple data sources. Many of the output indicators, such as the number of communication channels used, social media engagement, document downloads, and trainings, can be tracked either through administrative records or the technology platforms and be compiled frequently, as can some outcome indicators, such as engagement through the above channels. Some outcome indicators, such as engagement, enrollment rates and identity services, transaction volumes can be tracked through the ID system itself on an ongoing basis.

Other outcomes, including satisfaction, knowledge, and trust related to the ID system will require additional data collection such as surveys, interviews, or process observation, that are conducted periodically. Analysis of demographic or geographic indicators related to communications efforts and outcomes are particularly important to ensure that all segments are effectively reached.

To assess the effects of the communications strategy on outcomes such as uptake of ID services, practitioners can engage with researchers to complete impact evaluations (IEs) and other studies. IEs can evaluate the cause-and-effect between well-designed communication strategies and behavior change on behalf of the public. Table 6.2 provides examples of different experimental designs and research outcomes in this area in the health and education sectors.⁶⁵ Evaluations of this kind can be help to identify the most impactful and cost-effective means of reaching the general public as well as specific groups, and can also help identify communication activities that are less successful and might require a change or pivot in approach.

⁶⁵ The following examples are captured from the Abdul Latif Jameel Poverty Action Lab (J-PAL) and can be found at: <https://www.povertyactionlab.org/>.

Table 6.2: Examples of Studies Measuring the Impact of Communication Activities on Development Outcomes

Study	
<p>Immunization in Indonesia⁶⁶</p> <p>(2015-2016)</p>	<p>Communications Strategy and Study Design</p> <p>Researchers recruited 37 Indonesian celebrities, 9 public or civil society organizations, and over 1000 ordinary citizens to tweet or retweet messages promoting immunization under the hashtag #Ayolmunisasi (“Let’s Immunize”).</p> <ul style="list-style-type: none"> • They randomly assigned messages to be tweeted or retweeted by celebrities, organizations, or ordinary users, and measured both the reaction to the tweets online, and offline awareness of the campaign via a phone survey. • This design allowed the researchers to specifically measure the impact of having messages delivered by celebrities from their overall content or the reach of the tweet. <p>Impact</p> <ul style="list-style-type: none"> • Tweets directly from the accounts of celebrities increased Twitter and public engagement with the government’s immunization campaign; messages tweeted directly by celebrities themselves were 72% more likely to be liked or retweeted than when the same message was posted by an ordinary person but retweeted by a celebrity. • The Twitter campaign helped manage misinformation. People who saw 15 or more tweets/retweets from the campaign were 12 percent more likely to know that vaccines were produced in Indonesia (helping to dispel a common myth that vaccines were not halal-compliant, and therefore unacceptable to the majority Muslim population). • The Twitter campaign increased offline conversation, communication, and knowledge of immunization at the community level. People who saw 15 or more tweets/retweets from the campaign within a month were 23 percent more likely to know whether their neighbors were had received the immunization.
<p>Children’s Education in Brazil⁶⁷</p> <p>(2016)</p>	<p>Communications Strategy and Study Design</p> <p>Informational text messages were sent to parents of Grade 9 math students across 287 schools each week. The study randomly assigned parents to receive different types of messages to test which ones were more effective at improving the students’ (a) attendance, (b) tardiness, and (c) completion of assignments. The two broad types of messages included:</p> <ul style="list-style-type: none"> • General statements about the importance of attendance, punctuality, and assignment completion • Specific information about their child and how they were performing, in some cases, compared with other students

66 Alatas, V., Chandrasekhar, A. G., Mobius, M., Olken, B. A., and Paladines, C. 2019. “When Celebrities Speak: A Nationwide Twitter Experiment Promoting Vaccination in Indonesia.” NBER Working Paper. https://www.nber.org/system/files/working_papers/w25589/w25589.pdf. For a COVID-related study that looks at effective text message campaigns, see also Burlando, A., Chintagunta, P., Goldberg, J., Graboyes, M., Hangoma, P., Kabalo, A., Karlan, D., Liwewe, M., Macis, M. (forthcoming). The Impact of a Peer Information Sharing Strategy to Combat the Spread of Covid-19 in Zambia.” <https://www.povertyactionlab.org/evaluation/impact-peer-information-sharing-strategy-combat-spread-covid-19-zambia>.

67 Bettinger, E., Cunha, N., Lichand, G., and Madeira, R. 2019. “Are the Effects of Informational Interventions Driven by Salience?” Working Paper. https://www.povertyactionlab.org/sites/default/files/research-paper/Are-the-Effects-of-Informational-Interventions-Driven-by-Salience_Bettinger-et-al._October2019.pdf.

Impact

- Weekly text messages had a positive impact on student performance and test scores. For example, for those whose parents received general text messages:
 - Attendance increased by 2.1 percentage points.
 - Math grades increased by 0.09 standard deviations.
- Parents who received text messages were more engaged in their children's education than parents who received no messages.
- The most effective messages were the general statements that increased the salience of education, rather than child-specific messages.

Source: Adapted from the Abdul Latif Jameel Poverty Action Lab (J-PAL), see <https://www.povertyactionlab.org/>.

Conclusion

Strategic communication is central to building trust, promoting full accessibility, and ensuring a smooth transition to new processes and features when identification (ID) systems are modernized, reformed, or introduced. Effective communication strategies are closely linked to the overarching purpose and vision of a country's ID system. It also considers different stakeholders, including policymakers, relying parties across the public and private sector, and, most crucially, the people who enroll in and use the ID to identify themselves.

At a high level, the following general **checklist**—which can be evaluated periodically—can assist practitioners to take stock of the essential ingredients of an effective communications strategy:

- ✓ A communication strategy is developed in a collaborative manner and outlines defined objectives and intended outcomes.
- ✓ A corresponding communications plan is in place consisting of reasonable and appropriate timelines, human resources, and financial resources.
- ✓ Different audience and groups with a stake in and ID system, processes, and activities have been identified and served with appropriate, tailored communication activities.
- ✓ An integrative and multichannel (traditional and social media) approach is planned and implemented.
- ✓ The communication strategy is integrated into feedback loops and other activities—such as public consultation and research—to enhance engagement and improve outreach and performance.

In conclusion, this guide highlights the importance of communication in supporting the effective design, implementation, and delivery of ID and civil registration systems. It emphasizes communications that increase awareness across diverse population segments and supports participation to help narrow the global identification gap. It draws from global best practices and offers practical tools to build a communications reference kit, such as a sample terms of reference (TOR) for hiring an external firm (annex 2A) and a template outlining contents for a Communications Strategy (annex 3A).

Ultimately, for ID and civil registration systems to succeed, the communication flows outlined in this guide must be supplemented by two-way processes, which are facilitated through deeper public consultation and continuous opportunities for dialogue and feedback. Further guidance on additional dimensions of public engagement includes ID4D's Guidance Note on Engaging Civil Society Organizations (CSOs) for Successful ID Systems and Qualitative Research Toolkit.⁶⁸ Holistic communications and engagement with public, private, and civil society stakeholders is integral to achieving legal identity for all and building ID systems that are trusted and supportive of other development goals.

68 See additional public engagement resources from ID4D, including: World Bank. 2022. ID4D "Guidance Note on Engaging Civil Society Organizations (CSOs) for Successful ID Systems". <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099825009302229686/p17159206578ad0ad0824b0d39898774ed3>.

World Bank. 2020. "Understanding People's Perspectives on Identification: A Qualitative Research Toolkit." <https://id4d.worldbank.org/sites/id4d/files/WB-ID4D-Understanding-Peoples-Perspective-on-Identification-A-Qualitative-Research-Toolkit.pdf>.

Annex 2A: Sample Terms of Reference for a Communications Strategy

The following is an example used for illustrative purposes and is not intended to serve as a blueprint. Any TOR needs to be developed and adapted to the specific country context and identification (ID) and civil registration system(s) and/or programs.

Project Background

Background specific to country context and program or initiative.

Objective

Outline the main objectives of the Communications Strategy.

Scope of Work and Deliverables

Strategic Communications Assets	Format	Timeline
<ul style="list-style-type: none">Based on an understanding of the ID initiative and the project background, including intended priorities, produce a context-specific communication needs assessment outlining key gaps and opportunities, with a focus on:<ul style="list-style-type: none">Perceptions about the current and prospective ID systemCommunication objectivesPotential audience segments, including underserved population groupsRelevant communication channelsBranding opportunitiesLanguage needsPartnerships (within government, third-party, among others)	<ul style="list-style-type: none">Narrative Report (10–15 pages)	<ul style="list-style-type: none">+ Three (3) weeks from start of contract

Strategic Communications Assets	Format	Timeline
<ul style="list-style-type: none"> • Produce a holistic and succinct Communications Strategy that is informed by a prior needs assessment. <ul style="list-style-type: none"> ◦ Develop and include smart indicators to measure and track the progress of communications activities and outputs against overall outcomes. ◦ Conceptualize a branding approach, including a method for identifying a logo design, such as in-house or a public contest; unifying slogans/messaging; visuals; color schemes; and promotional material, including clothing or images on vehicles, among others. 	<ul style="list-style-type: none"> • Narrative Report with visuals (25–30 pages) • PowerPoint Presentation (10–15 slides) 	+ One (1) month
<ul style="list-style-type: none"> • Prepare a strategic communications implementation plan that considers appropriate timelines, as well as human and financial resource needs. 	<ul style="list-style-type: none"> • Narrative Report with Excel document 	+ Three (3) weeks
<ul style="list-style-type: none"> • Operationalize the Strategic Communications Plan through the production of various communications assets and campaigns, including traditional, multimedia, and social media approaches.* <p>* Additional resources/contracts may be required for this work, depending on the types of assets and campaign media.</p>	<ul style="list-style-type: none"> • Various, including: social media account creation; website and content development; press releases; blogs; brochures, leaflets, billboards; video interviews and photography. 	+ 10 months (though campaigns may be ongoing)
<ul style="list-style-type: none"> • Prepare a mid-year and year-end strategic communications monitoring and evaluation report capturing progress against outcomes, lessons learned, and feedback loops to inform course correction and enhancement of communication strategy and implementation approach—including quality of communications assets. 	<ul style="list-style-type: none"> • Two narrative reports with respective PowerPoints 	Semi-annually

Timeline, Location, and Reporting Arrangements

Add depending on assignment, and whether done in-house, by a consultant, or a firm.

Intellectual Property

The ID authority will maintain all property rights for work completed as a part of this contract.

Experience and Qualifications

- ✓ Experienced staff with bachelor’s and/or master’s degree level in the fields of public relations, journalism, communications, or marketing
- ✓ 7 to 10 years of professional firm-level experience in communications, with in-house expertise in audience mapping, photography, graphic design, and IT/ web-based applications
- ✓ Proven experience in cross-cultural and multi-sectoral settings
- ✓ Oral and written fluency in official and local languages
- ✓ Highly motivated and driven, with strong creativity and design-oriented experience

- ✓ Prior experience working with government institutions on public communications campaigns would be an asset
- ✓ Awareness of identification and/or civil registration-related issues is an advantage
- ✓ Certification in project/program management would be an asset

If a firm, applications should include an updated curriculum vitae for each team member.

Annex 3A: Example Components of a Communications Strategy

The following is an example used for illustrative purposes and is not intended to serve as a blueprint. Any communication strategy needs to be developed and adapted to the specific country context and identification (ID) and civil registration system(s) and/or programs.

Section 1: Contextual Backdrop

1.1 Overall Objectives of Government ID Strategy within a Given Country

For example: In six months, Country X will begin to implement reforms to its existing ID and civil registration systems and will pursue a rolling catch-up campaign for registration, with the objective of universal access, to ensure that everyone will have an official form of identification to access to public and private services and progress toward UN Sustainable Development Goal (SDG) target 16.9, “providing legal identity for all.” In addition, the campaigns will work to inform the public about reforms that will enhance privacy protections within the system and introduce a new mobile ID wallet for enhanced user control over their credentials.

Section 2: Communication Needs for Government ID Strategy

2.1 Approach for Needs Assessment

For example: To understand how best to purposefully communicate the government’s objectives linked to the overarching ID strategy and, specifically, the aim to ensure universal access and inclusivity of the ID and civil registration systems, and adoption of new digital features, the ID authority undertook a series of consultations, key informant interviews, and focus groups, in conjunction with a social media landscaping analysis, to identify the necessary background information and input that will define key strategic communication objectives.

2.2 Findings from Needs Assessment

For example: The needs assessment identified current perceptions of different groups, including Civil Service Organizations (CSOs), government and private entities, and the public, as well as opportunities and bottlenecks that can help to define objectives for communications and further consultations. These include ...

Section 3: Defining Strategic Communication Objectives

For example: *In line with the government's strategy and the findings from our evaluation of strategic communication needs, the ID authority will prioritize the following strategic communication objectives to prepare for catch-up registration campaigns and the roll-out of new digital features:*

3.1 [insert strategic communication objective]

3.2 [insert strategic communication objective]

3.3 [insert strategic communication objective] ...

Section 4: Resource Planning for the Communications Strategy

For example: *The scope of the strategic communication objectives requires both internal and external resources, including human and financial. The following breakdown provides an overview of how the strategic communication objectives will be achieved based on this fiscal year's (a) timelines, (b) team composition, and (c) budget..*

Section 5: Identifying Core Audience Segments and Groups

For example: *Given the government's need to balance mass-appeal with targeted outreach to underserved groups, the ID authority will prioritize audiences based on the following segmentation approach....*

This segmentation approach has been identified because...

The following outlines each segment and our current assessment of their needs and incentives against the overall ID strategy objective of universal access:

Segment	Needs	Drivers/Incentives
<i>People (Beneficiary) Audience Segments</i>		
Audience Segment A		
Audience Segment B		
Audience Segment C		
<i>Government Line Ministries and Agencies Audience Segments</i>		
Audience Segment A		
Audience Segment B		
Audience Segment C		
<i>Relying Party Audience Segments (Government and Private Sector)</i>		
Audience Segment A		
Audience Segment B		
Audience Segment C		

Section 6: Audience-Specific Communication Channels

For example: *To promote universal enrollment, the ID authority will adopt a multichannel communication approach that pursues both online and offline media as relevant to the prioritized audience segments. The approach for multichannel communications will be informed by Section 4 (Resourcing Planning for the Communications Strategy) ...*

Segment	Communication Channels		Frequency	
	1.375 in	Online	Offline	Online
<i>People (End-User) Audience Segments</i>				
Audience Segment A				
Audience Segment B				
Audience Segment C				
Audience Segment D...				
<i>Government Line Ministries and Agencies Audience Segments</i>				
Audience Segment A				
Audience Segment B				
Audience Segment C				
<i>Relying Party Audience Segments (Government and Private Sector)</i>				
Audience Segment A				
Audience Segment B				
Audience Segment C				

Section 7: Key Strategic Communications Messaging

For example: *Following input from the external communications firm and insights from the needs assessment, including a digital and social media landscape analysis, the ID authority identified the following high-level messaging opportunities about the ID initiative and upcoming mass-registration process.*

These messages are simple, relevant and neutral. They also fit within a branding framework supported by the external communications firm. These include:

1. [Insert strategic communications messaging]
2. [Insert strategic communications messaging]
3. [Insert strategic communications messaging]
4. [Insert strategic communications messaging]

[Insert strategic communications messaging] In addition to the three to five high-level messages, the following tailored messages will be pushed to prioritized audience segments.

Segment	Key Message(s)
<i>People (End-User) Audience Segments</i>	
Audience Segment A	...
Audience Segment B	...
Audience Segment C	...
<i>Government Line Ministries and Agencies Audience Segments</i>	
Audience Segment A	...
Audience Segment B	...
Audience Segment C	...
<i>Relying Party Audience Segments (Government and Private sector)</i>	
Audience Segment A	...
Audience Segment B	...
Audience Segment C	...

Section 8: Monitoring the Reach and Effectiveness of Strategic Communications

For example: *In advance of implementing communication activities, the following performance measurement framework has been put in place to measure the contribution of communication strategies across different broad categories of audiences – people (beneficiaries), government line ministries and relying parties [insert table of prioritized metrics].*

Additionally, the ID authority will work in partnership with [insert civil service organizations (CSO), academic organization, etc.] to provide periodic feedback and evaluation of the communications strategy and new needs or challenges that have developed. The methodology described below [insert narrative].

id4d.worldbank.org

