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PAKISTAN

PROJECT PAPER

for the

DEVELOPMENT SUPPORT COMMUNICATION CENTER
(# 391-0407)

JULY 1977

USAID/PAKISTAN

DEVELOPMENT SUPPORT COMMUNICATION CENTER

PROJECT PAPER

Table of Contents

	<u>Page</u>
Face Sheet	i
Part I Summary and Recommendations	
A. Recommendations	1
B. Summary Description	1
C. Issues	2
D. Summary of Findings	5
Part II Project Background and Detailed Description	
A. Background	6
B. Detailed Description	7
Part III Project Analyses	
A. Technical Analysis	17
Environmental Statement	29
B. Financial Plan and Arrangements	32
C. Social Analysis	35
D. Economic Analysis	44
Part IV Implementation Arrangements	
A. Analysis of Recipients' and AID's Administrative Arrangements	45
B. Implementation Plan	59
C. Evaluation Arrangements	59
D. Conditions Precedent, Covenants, and Negotiating Status	59
<u>Annexes</u>	
A. PRP Approval Cable (STATE - 000097)	
B. Islamabad 4848	
C. Logical Framework	
D. PPT Network	
E. Implementation Schedule	
F. Detailed Evaluation Plan	
G. Detailed Financial Tables	
H. Detailed Social Analysis	
I. Application for 612(b) Determination	
J. Grantee's Application for Assistance	
K. Statutory Checklist	
L. Project Description for Project Agreement	
M. Draft Project Authorization and Request for Allotment of Funds (Part I and II)	

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8. ESTIMATED FY OF PROJECT COMPLETION FY <div style="border: 1px solid black; padding: 2px;">80</div>	9. ESTIMATED DATE OF OBLIGATION A. INITIAL FY <div style="border: 1px solid black; padding: 2px;">77</div> B. QUARTER <div style="border: 1px solid black; padding: 2px;">4</div> C. FINAL FY <div style="border: 1px solid black; padding: 2px;"> </div> (Enter 1, 2, 3, or 4)
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10. ESTIMATED COSTS (\$000 OR EQUIVALENT \$1 - Rs. 9. 90)						
A. FUNDING SOURCE	FIRST FY 1977			LIFE OF PROJECT		
	B. FX	C. L/C	D. TOTAL	E. FX	F. L/C	G. TOTAL
D APPROPRIATED TOTAL	654	188	842	654	188	842
(GRANT)	(654)	(188)	(842)	(654)	(188)	(842)
(LOAN)	(-)	(-)	(-)	(-)	(-)	(-)
OTHER U.S. 1.						
2.						
HOST COUNTRY		202	202		920	920
OTHER DONOR(S)						
TOTALS	654	390	1044	654	1108	1762

11. PROPOSED BUDGET APPROPRIATED FUNDS (\$000)									
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY 77		H. 2ND FY —		K. 3RD FY —	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) EH	600	610		842	-				
(2)									
(3)									
(4)									
TOTALS				842	-				

A. APPROPRIATION	N. 4TH FY —		Q. 5TH FY —		LIFE OF PROJECT		12. IN-DEPTH EVALUATION SCHEDULED
	O. GRANT	P. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	
(1)					842	-	MM YY <div style="border: 1px solid black; padding: 2px;">1 2 7 9</div>
(2)		N/A		N/A			
(3)							
(4)							
TOTALS					842	-	

13. DATA CHANGE INDICATOR: WERE CHANGES MADE IN THE PID FACESHEET DATA, BLOCKS 12, 13, 14, OR 15 OR IN PRP FACESHEET DATA, BLOCK 12? IF YES, ATTACH CHANGED PID FACESHEET.

2

 1 = NO
 2 = YES

14. ORIGINATING OFFICE CLEARANCE SIGNATURE: <i>Harold Freeman</i> TITLE: Assistant Director Education & Public Services USAID/PAKISTAN	15. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION DATE SIGNED: MM DD YY <div style="border: 1px solid black; padding: 2px; display: inline-block;">0 7 1 1 7 7</div>
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3. COUNTRY/ENTITY <div style="text-align: center; font-weight: bold;">PAKISTAN</div>	4. DOCUMENT REVISION NUMBER <div style="border: 1px solid black; display: inline-block; padding: 2px;">1</div>
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5. PROJECT NUMBER (7 digits) <div style="border: 1px solid black; display: inline-block; padding: 2px;">391-0407</div>	6. BUREAU/OFFICE A. SYMBOL <div style="text-align: center; font-weight: bold;">ASIA</div> B. CODE <div style="border: 1px solid black; display: inline-block; padding: 2px;">04</div>	7. PROJECT TITLE (Maximum 40 characters) <div style="border: 1px solid black; display: inline-block; padding: 2px;">Development Support Communication Center</div>
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8. PROPOSED NEXT DOCUMENT A. <div style="border: 1px solid black; display: inline-block; padding: 2px;">3</div> PP B. DATE <table style="display: inline-table; border-collapse: collapse;"><tr><td style="border: 1px solid black; width: 15px; height: 15px;"></td><td style="border: 1px solid black; width: 15px; height: 15px;"></td><td style="border: 1px solid black; width: 15px; height: 15px;"></td><td style="border: 1px solid black; width: 15px; height: 15px;"></td></tr></table>					9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION A. INITIAL FY <div style="border: 1px solid black; display: inline-block; padding: 2px;">77</div> B. FINAL FY <div style="border: 1px solid black; display: inline-block; padding: 2px;">77</div>

10. ESTIMATED COSTS (\$000 OR EQUIVALENT \$1 - Rs. 9,90)						
A. FUNDING SOURCE	FIRST FY 77			LIFE OF PROJECT		
	B. FX	C. L/C	D. TOTAL	E. FX	F. L/C	G. TOTAL
AID APPROPRIATED TOTAL	654	188	842	654	188	842
(GRANT)	654	188	842	654	188	842
(LOAN)						
OTHER 1						
U.S. 2						
HOST COUNTRY		202	202		920	920
OTHER DONOR(S)						
TOTALS	654	390	1044	654	1108	1762

11. PROPOSED BUDGET AID APPROPRIATED FUNDS (\$000)							
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. FIRST FY 77		LIFE OF PROJECT	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	H. GRANT	I. LOAN
(1) EH	600	610		812	-	842	-
(2)							
(3)							
(4)							
TOTAL				842	-	842	-

12. PROJECT PURPOSE (Maximum 480 characters) "X" IF DIFFERENT FROM PID

The purpose of the project is to establish the effective, integrated, coordinated use of mass media in support of programs of the development ministries. The Center will work with the development ministries in bringing about behavioral change among rural audiences through a combined system of mass media and inter-personal communication.

13. DATA CHANGE INDICATOR. WERE CHANGES MADE IN PID FACESHEET DATA, BLOCKS 12, 13, 14, OR 15? IF YES, ATTACH CHANGED PID FACE SHEET.

2

 1 NO
2 YES

14. PLANNING RESOURCE REQUIREMENTS (Staff/Funds)

15. ORIGINATING OFFICE CLEARANCE SIGNATURE: TITLE: Assistant Director Education & Public Services USAID/Pakistan	16. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION <table style="width:100%; text-align: center;"> <tr> <td style="border: 1px solid black; width: 15px; height: 15px;"></td> <td style="border: 1px solid black; width: 15px; height: 15px;"></td> <td style="border: 1px solid black; width: 15px; height: 15px;"></td> <td style="border: 1px solid black; width: 15px; height: 15px;"></td> <td style="border: 1px solid black; width: 15px; height: 15px;"></td> <td style="border: 1px solid black; width: 15px; height: 15px;"></td> <td style="border: 1px solid black; width: 15px; height: 15px;"></td> <td style="border: 1px solid black; width: 15px; height: 15px;"></td> <td style="border: 1px solid black; width: 15px; height: 15px;"></td> <td style="border: 1px solid black; width: 15px; height: 15px;"></td> </tr> </table>										

AGENCY FOR INTERNATIONAL DEVELOPMENT
PROJECT IDENTIFICATION DOCUMENT FACESHEET
 TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSACTION CODE
 A = ADD
 C = CHANGE
 D = DELETE

PID
 2. DOCUMENT CODE 1

3. COUNTRY/ENTITY PAKISTAN

4. DOCUMENT REVISION NUMBER 1

5. PROJECT NUMBER (7 DIGITS) 391-0407

6. BUREAU/OFFICE
 A. SYMBOL ASIA B. CODE 04

7. PROJECT TITLE (MAXIMUM 40 CHARACTERS)
 Development Support Communication Center

8. PROPOSED NEXT DOCUMENT
 A. 2 = PRP
 3 = PP B. DATE MM YY 11 11

10. ESTIMATED COSTS (\$000 OR EQUIVALENT, \$1 = Rs. 9.90)

FUNDING SOURCE		BA65c24
A. AID APPROPRIATED		842
B. OTHER U.S.	1.	
	2.	
C. HOST COUNTRY		920
D. OTHER DONOR(S)		
TOTAL		1762

9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION
 a. INITIAL FY 7 7 b. FINAL FY 7 7

11. PROPOSED BUDGET AID APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. FIRST FY 77		LIFE OF PROJECT	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	H. GRANT	I. LOAN
(1) EH	600	610		842	-	842	-
(2)							
(3)							
(4)							
TOTAL				842	-	842	-

12. SECONDARY TECHNICAL CODES (maximum six codes of three positions each)

13. SPECIAL CONCERNS CODES (MAXIMUM SIX CODES OF FOUR POSITIONS EACH)
 BR BS BU

14. SECONDARY PURPOSE CODE

15. PROJECT GOAL (MAXIMUM 240 CHARACTERS)
 The project goal is to improve agricultural, health, nutrition and family planning behavior and practices among Pakistan's rural population.

16. PROJECT PURPOSE (MAXIMUM 480 CHARACTERS)
 The purpose of the project is to establish ^{a Center for} the effective, integrated, coordinated use of mass media in support of programs of the development ministries. The Center will work with the development ministries in bringing about behavioral change among rural audiences through a combined system of mass media and inter-personal communication.

17. PLANNING RESOURCE REQUIREMENTS (stuff/funds)

18. ORIGINATING OFFICE CLEARANCE
 Signature: *Harold Freeman*
 Title: Assistant Director
 Education & Public Services

19. DATE DOCUMENT RECEIVED FOR AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION
 MM DD YY

PART - I

SUMMARY AND RECOMMENDATIONS

A. Recommendations

It is recommended that AID approve a grant to the Government of Pakistan for \$842,000 to finance foreign exchange and local currency costs of commodities, technical assistance, training and research and evaluation over a three year period for the establishment of the Development Support Communication Center.* Total project costs for that period are estimated at \$1.76 million equivalent. Estimated disbursement schedule for the AID contribution is \$218,000 in project year one, \$396,000 in year two, and \$228,000 in year three.

A portion of the costs to be financed by the USAID are local costs, estimated at \$188,000 equivalent. These costs will be financed through the direct reimbursement procedure. (See Annex I for request for 612(b) determination.)

It is recommended that AID waive U.S. source restrictions for the services of a Pakistani consultant to conduct the in-depth evaluation of one campaign. Justification for this waiver is presented in Annex F. Total cost of the consultant is estimated to be \$7,000 equivalent.

B. Summary Description of the Project

The purpose of this project is to establish the integrated, coordinated use of the mass media in support of the development ministries' efforts in rural areas. This purpose will be accomplished through the establishment of a semi-autonomous unit called the Development Support Communication Center (DSCC) attached to the Pakistan Broadcasting Corporation.

The DSCC will assist the development ministries of the Government of Pakistan in informing and motivating rural audiences to adopt modern practices through a combined system of mass media and interpersonal communication. The Center will develop campaigns and coordinate the production of messages dealing with agriculture,

*This project was referred to as the Development Communication Center project in the PRP. The Government of Pakistan has now retitled the Center and the project as the Development Support Communication Center.

health, nutrition, family planning, and other development topics. The Center will also assist the ministries in coordinating the efforts of extension agents, field workers, and teachers, who will be responsible for establishing favorable receiving conditions in rural areas, and for maximizing the adoption of the practices advocated in the campaigns.

The DSCC will employ eight regional officers, (corresponding to the eight radio stations of the Pakistan Broadcasting Corporation) to maintain direct linkages with field workers of the participating ministries, managers and producers at the broadcasting stations, and officials of the provincial governments.

In planning its campaign activities, the DSCC will determine what specific behavioral changes are implicit in the policy guidance they have received from a specially established inter-ministerial policy committee. For example, if the policy committee advises that a priority campaign for this year will be attainment of agricultural self-sufficiency, the Center will break this broad objective down into behavioral outputs that would be required to accomplish the goal. In this particular example, behavioral outputs might include the sowing of wheat rather than cotton, or an increase in the yield per acre through the use of appropriate amounts of fertilizer at the right time. To accomplish these tasks, campaigns will be designed to enable farmers to learn about fertilizers and the tradeoffs between cotton and wheat.

The ultimate test of campaign success will be measured in terms of specific actions taken by members of the target audience. Members of the audience must have adopted modern practices in agriculture, health, nutrition, family planning, or they must have acquired specific, measurable skills in home management, child care or nutrition. These practices or skills will be measured by using trained field workers and extension agents to interview selected members of the target audience, analyze behavioral change, and report their observations to the provincial officer of the LSCC.

C. Issues

The following are comments on issues identified in the PRP approval cable, STATE 000097, January 2, 1976, a copy of which is attached as Annex A.

1. What evidence exists to indicate commitment on the part of Government of Pakistan to Project? (PRP cable, paragraph 2.)

The Government of Pakistan has included the DSCC project in its draft Fifth Development Plan and has provided Rs. 2,000,000 (\$202,000) in the FY 1977-78 budget for local currency expenditures during the first year.

The Government of Pakistan has prepared their counterpart to AID's PP (PC-1) which corresponds with the DSCC PF in all major respects. Final approval of the PC-1 is expected concurrently with AID's approval of the FP.

2. How can AID insure that the project will be used by the Government of Pakistan specifically for development purposes?

The Government of Pakistan will prepare a policy statement which clearly describes the functions to be fulfilled by the DSCC. The statement will be approved by members of the DSCC policy committee which consists of the Secretaries of each of the Federal Development Ministries, Additional Chief Secretaries of the provincial governments and the Director of the Center.

The DSCC will design and implement its social action, mass media campaigns with the advice and assistance of this policy committee, which will meet four times per year to approve campaign themes, program schedules, campaign support strategies and techniques for research, evaluation and strategy revision.

An executive committee, within the Center, will review specific campaign objectives, program content and format, and specific plans for the use of field workers and extension agents.

In addition to the policy committee and the executive committee, a joint Project Review Committee composed of Government of Pakistan and AID members will be formed. It will meet every year during implementation to discuss the project's progress and problems and recommend necessary changes in project design. This review committee will help to insure that the DSCC

is used only for development purposes, as will be specified in the project agreement. USAID, of course, will also closely monitor the project throughout the year through its assigned project manager. (For further discussion, see Part IV. Implementation Arrangements, Section A I, Recipient Description of the Administrative Unit.)

3. Would decentralization, with relative autonomy at the provincial level be evidence of greater probability of project objective being achieved?

In dealing with the previous issue on the use of the LSCC for specific development purposes, the structure and function of the policy committee was discussed. The provincial secretaries will be key figures in the policy deliberations of the Center, since they will be responsible for coordination of field worker efforts and distribution of printed materials.

Moreover, although campaign objectives and script outlines will be prepared by the federal level Development Support Communication Center, the cooperating regional radio stations will have a great deal of autonomy in translating scripts and script outlines into actual Radio programs. (For further discussion of the issue see Part III, Technical Analysis.)

4. Will the choice of the location of the project lead to rivalries among ministries, and how might this affect the project?

Attaching the Center to the Pakistan Broadcasting Corporation has virtually eliminated the possibility of rivalry among ministries, since the PEC has a long history of cooperation with all of the development ministries. (For further discussion of this issue see Part IV, Administrative Arrangements.)

5. How will women be involved in the project both as beneficiaries and participants?

- a. Beneficiaries

The project offers a unique opportunity to reach rural women and directly affect their perceived and actual role in society. Since one of the high priority areas for campaign development is health education, special emphasis will be placed on preparing messages for women, who traditionally,

have had less access to sources of useful information. Given the widespread availability of inexpensive transistor radios in rural areas of Pakistan, men and women will be able to receive programs on an individual or family basis, thus obviating the social and cultural constraints at a central reception point.

Follow-up discussion of selected programs will take place by men and women meeting separately at community centers, schools and individual homes on a regular basis. This method of program utilization is consistent with the religious and cultural values of Pakistani society.

b. Participants

Many broadcasters in Pakistan are women, so there is ample precedent for hiring women to write, produce and present programs for radio and television.

The Development Support Communication Center will make every effort to recruit qualified female staff members as subject matter specialists, mass media experts, editors, writers and audio-visual specialists.

6. In evaluating the Development Support Communication Center

(a) What criteria will be used; (b) who will participate; (c) when will it be conducted; (d) what is the target date; and (e) what outside assistance will be required?

This issue is discussed in detail in the Section on Evaluation in Part IV.

D. Summary of Findings

The project as designed is technically feasible with significant socio-economic benefits expected to result from successful implementation. The list of project inputs and cost estimates are realistic with adequate allowance made for contingencies and inflation. The project meets all applicable statutory criteria as shown in Annex K, Statutory Checklist.

PART II
PROJECT BACKGROUND AND DETAILED
DESCRIPTION

A. Background

The idea for this project grew out of an awareness that inadequate attention was being given to reaching village audiences through the mass media of communication, with messages designed to produce specific behavioral changes that would increase their productivity, incomes, health and quality of life. The Development Support Communication Center is proposed as a means of integrating and coordinating the development communication activities of the Government of Pakistan in a campaign-oriented approach to pressing development problems.

Although each of the nation-building ministries maintain a small information and publicity wing, these concentrate mainly on reporting speeches by the ministers and other officials, announcing future targets and past development accomplishments, and on other general communication activities with the public. The ministries rarely use a "campaign" oriented approach to development communication, which consists of establishing priorities among topics to be communicated, working on high priority topics for a limited time span, and shifting to new topics with different audiences when campaign objectives have been achieved. Instead, the ministries tend to carry on several projects of equal importance over a fairly long period of time, which lessens the effectiveness of the communication activities.

Moreover, communications officers in the ministries are specialists in publicity and public relations, with little or no background or experience in creating specific messages for the mass media that will increase the productivity of the rural people of Pakistan. They have tended to think of communication as a uni-directional flow of messages from sender to receiver, whereas a specialist in development communication would also take into account the point of view of members of the target audience when planning a campaign.

The communications activities of a single ministry must be integrated with its own project activities to ensure the effectiveness of development communication. Ministries frequently fail to employ strategies which coordinate their communications activities with their other project activities such as the efforts of field agents or extension

workers, and the delivery of supplies and services. For instance, when farmers are urged to increase wheat production, they also need to know where to buy high yielding varieties of seed, fertilizers, and other commodities, how to use them, and what results to expect. Moreover, a "grow-more-wheat" campaign must be supported by practical demonstration of new agricultural techniques to villagers by well-trained extension agents. Finally, the necessary inputs must be made available to farmers at reasonable cost, in convenient locations, and at the appropriate times.

Equally important in development communication is the integration of content and the coordination of supporting services between ministries. Without inter-ministerial coordination and cooperation, farmers will often receive conflicting messages or incomplete information, leading to frustration, distrust of their government, and lowered credibility in their communication channels and sources.

Finally, with each ministry conducting several uncoordinated information and publicity programs, there is often duplication of effort in program development, media production, and the purchase of air time for radio and television broadcasting. The small size of each program makes it difficult to devote resources to the development of high quality programming or to the execution of research and evaluation activities. Much of this duplication of effort could be eliminated by channeling development communication activities through a single organization.

As a means of overcoming inefficiencies of the present development communication system, the Government of Pakistan proposes the creation of Development Support Communication Center; a group of highly skilled professional communicators who will create intensive integrated campaigns dealing with rural problems which have been assigned a high priority by the Government.

B. Detailed Description

1. Project Goals

The higher level goal of this project is to improve agricultural, health, nutrition and family planning behavior and practices among Pakistan's rural population. The Development Support Communication Center can play an important role in achieving this goal and in supporting the Government of Pakistan's and AID's general strategy of promoting the economic and social advancement of the rural population.

AID-financed priority projects which the DSCC will support include on-farm water management, rainfed agriculture, rural primary education, rural health, rural potable water supply and access of farmers to essential inputs (agricultural inputs loan), population planning and nutritional improvement.

Each of these projects aims at enabling a larger segment of the rural poor to take advantage of modern technology and services. Each should increase the participation of villages in the economic development process, and each attempts to accelerate the rate of change from traditional to modern behavior. The Development Support Communication Center project through its rural development oriented campaigns should contribute to the success of each project, and thereby the achievement of the project goal.

Progress toward this goal will be indicated by agricultural production increases, general mortality decreases, and fertility decreases in the rural population. These figures will be available in Government of Pakistan planning documents and census data.

A basic assumption which will determine the impact of the project on this goal is that campaign messages will affect behavior in the desired manner. Evidence for this assumption is derived from successful campaign-oriented rural development programs in Columbia, Tanzania and the People's Republic of China. It is also assumed that inputs such as seeds, fertilizers, vaccines, contraceptive devices and medication, as well as field services necessary to support these behavioral changes will be available to the rural populace. Since many of the priority projects listed above are aimed at providing these necessary inputs to rural areas, there is reasonable evidence that this assumption is justified.

An intermediary goal of the project which will contribute to the realization of the higher level goal is the internalization of a system at the Federal and Regional level to disseminate relevant, actionable information to rural audiences. This goal represents the institutionalization of the Development Support Communication Center concept. Progress toward its achievement will be indicated by a sufficient emphasis on the DSCC in the Government of Pakistan Development Plans as an integrated component of rural development strategy, and by adequate funding in the Annual Development Budgets to permit a viable on-going program.

An important assumption for achieving the internalization of this system is that the Government of Pakistan will continue to give priority to areas such as improvement of health, agriculture and family planning practices among the rural population. The emphasis on these sectors in the Government of Pakistan's latest draft Fifth Plan (1977-83) supports this assumption.

2. Project Purpose

The purpose of the project is to establish the effective, integrated, coordinated use of mass media in support of programs of the development ministries. The Center will work with the development ministries in bringing about the behavioral change among rural audiences through a combined system of mass media and inter-personal communication. The Center will collaborate with the ministries in bringing the benefits of development to village audiences by coordinating and integrating the production of messages dealing with agriculture, health, nutrition education and family planning. By working through its inter-ministerial policy committee, the Center will assist the ministries in coordinating the efforts of extension agents, field workers, teachers and local leaders who will be counted on to establish favorable receiving conditions in rural areas.

One of the most important assumptions necessary for achieving the project purpose is that the LSCC will maintain its orientation toward social and economic objectives. As indicated in the Issues Section (Part I) of this Project Paper, there are several safeguards built into the project to help insure that this is a valid assumption. A statement of the Center's policy, approved by appropriate Government of Pakistan officials, will be required as a secondary condition precedent: a Government of Pakistan policy committee will help insure that the project adheres to this policy; and a joint Government of Pakistan-USAID review committee will periodically meet to review the project's progress and direction.

Another important assumption is that participating media organizations and ministries will cooperate fully in carrying out the project. It is expected that the high priority of this project will facilitate the necessary cooperative arrangements.

Progress toward the project purpose will be measured by the number of media campaigns planned and carried out; the amount and type of feedback from members of the target audience; the field participation of affected ministries and the success at achieving the behavioral change objectives of the campaigns. Specific means of verifying the achievement of the project purpose are a review and analysis of the schedules of participating media agencies; synthesis of the reports received from village level facilitators; analysis of letters received from listeners, teachers, volunteer workers, religious leaders and other members of the target communities; analysis and comparison of the reports filed by the Center's regional offices; and the analysis of results obtained by a specially commissioned campaign-oriented sample survey conducted by a well qualified survey research organization.

A variety of feedback and evaluation techniques have been built into the project in order to provide measures of these verifiable indicators and to provide information designed to guide decisions during project implementation. The specific techniques to be employed are described in detail in Parts III A (Technical Analysis) and IV-C (Evaluation Plan) and Annex F.

3. Project Outputs

A major output which is directly linked to the project purpose will be the establishment and staffing of a Federal Development Support Communication Center, complemented by eight regional offices. Other outputs are that participating ministry and media staff will be trained at various sites for various durations, procedures will be established for mounting campaigns, and village level facilitators will be trained and in place. The techniques to be employed in designing and implementing campaigns directed toward measurable behavioral change are discussed in detail in Part III A, Technical Analysis.

Progress toward achieving the project outputs will be measured by verifying that the Federal Center has been allotted working space, and that the regional offices have been established and supplied with required resources.

Careful records will be kept with regard to the number of people who have been trained, and the relationship between their training and ultimate employment in the project will be carefully analyzed.

Important assumptions with regard to the successful attainment of the project outputs are that sufficient numbers of professional and para-professional field workers and extension agents will be trained, in a timely manner and that adequate facilities will be available for the Federal and the Regional Centers. Based on information currently available to the Mission, these assumptions appear to be valid.

4. Project Inputs

(See Annex G and Financial Plan for costs and procurement details)

There are five major categories of inputs into the Development Support Communication Center Project: technical assistance, training, commodities, personnel, and project review and evaluation.

(a) Commodities

The DSCC will require the provision of the following commodities :

- (1) Vehicles for outreach activities and field level research the Center will need at least one car in each of the regional offices and the central office should have at least two vehicles, making a total of ten.

(2) **Office equipment and furniture:** Typewriters, calculators, duplicators, photocopiers and desks and chairs.

(3) **Library resources:** A library will be installed to perform two important functions

(i) Provide reference materials to the subject matter specialists and to keep abreast of the current literature (worldwide) treating mass media communication.

(ii) Serve as a depository and archive of Center materials for the professionals and students of mass media communication. The library will contain periodicals, feature films and books.

(4) **Materials for Production Design**

Tape-recorders and sound equipment, photography and projector equipment, film and tape supplies and radio and television receivers, and graphic arts materials for the design, preparation and layout of scripts and printed materials.

(5) **Materials for Survey Research**

Supplies, Field trips, interviewer time and data analysis.

(b) Technical Assistance

(1) Advisor in Development Communication (LT)

The Center will have the assistance of an Advisor who will work with the Center for a total of two years. His responsibilities would include : (a) assistance in the selection of materials and in the orientation of staff of the DSCC; (b) assistance in the preparation of communication strategies and campaigns for the Center; (c) assistance in developing the training programs of the DSCC.

(2) Short-Term Consultants

Thirty months of short-term assistance has also been budgeted for the Center. It is anticipated that an advisor in communication research and evaluation will be required during appropriate periods to assist in pre-testing and evaluation. A communication specialist will also be needed to help develop the first campaign including the preparation of scripts and the selection of suitable media. Additional short-term consultants would be called upon to assist the staff in the development of various campaigns and to assist as necessary in the preparation of mass media materials and research and evaluation activities.

(3) Project Manager

In addition to the above technical assistance inputs, USAID expects to assign a direct-hire project manager with an appropriate background to monitor the project on a day-to-day basis.

(c) Training

1. Long-Term Training of Professional Communicators to Work with the DSCC

Training for up to 24 months will be provided to eight individuals of the DSCC core group plus one person of the Planning Commission (Mass Media Section) to develop their skills for special functions of the Center. Such skills might include methods of communication research and evaluation; mass media technology; script preparation and presentation; graphic arts and the design of pamphlets; the use of audio-visual technology, etc.

Training will take place according to the following tentative schedule which coincides with the academic year of most U.S. Universities.

Project Year One	1 member of the Planning Commission (4 to 10 man-months)
	1 subject matter specialist (4 to 10 man-months)
	1 mass communication specialist (up to 24 man-months)
	1 research specialist (4 to 10 man-months)
Project Year Two :	1 subject matter specialist (4 to 10 man-months)
	1 media specialist (up to 24 man-months)
	1 media specialist (up to 24 man-months)
Project Year Three :	2 subject matter specialists (4 to 10 man-months)

2. Short-Term Training

Training for four months will be provided for the Director of the DSCC in the techniques of communication planning and management. It is anticipated that the training will be divided into two separate sessions of 8 weeks each for orientation and later for specific training objectives when the need arises. Short-term training of the type we are proposing can be obtained at institutions such as the East-West Center in Hawaii, the Development Support Communication Services in Tehran, or at several universities in the United States.

3. Training of Field Workers and Village Level Facilitators

As soon as the DSCC has had sufficient opportunity to afford training to its own professional staff, the Center in conjunction with cooperating ministries and provincial secretaries will provide training for field level personnel.

The Family Planning Field Workers in the continuous motivation service, the employees of the rural health centers and maternal and child centers, agricultural extension agents, and others can be trained in short seminars organized at the district level by the Center and later regional offices in coordination with the development ministries. Seminars will deal with the purposes and functions of the DSCC, how to stimulate listening groups, how to conduct a simple interview, and how to fill in a relatively simple form as part of a survey research effort.

Training will take place in the second and third year of the project. The number and type of people to be trained will depend on the specific campaigns produced by the DSCC.

(d) Center Personnel

As soon as a Director and a Deputy Director of the Center have been hired, they will recruit a staff consisting of subject matter specialists, media selection experts, editors, copy-writers, provincial officers and supporting staff members. (For example list of Center personnel see Annex G.)

As a means of verifying the progress toward complete provision of project inputs, Government of Pakistan recruitment records, shipping documents, and commodity orders will be analyzed as necessary. Analysis will be made of actual hiring and use of DSCC staff members, amount of commodities purchased and delivered and the number of consultants contracted for. The contracts and reports of long and short-term consultants will be examined and analyzed. Records of participant training will be maintained and analyzed.

(e) Project Review and Evaluation

USAID and Government of Pakistan will form a committee to conduct a yearly project review and evaluation including analysis of administrative and managerial capacity; analysis of project operation; analysis of success in avoiding anticipated problems; and evaluation of success in accomplishing the higher goals of the project. It is envisaged that consultant or TDY assistance will be sought to assist in the reviews. There will also be an in-depth evaluation of one campaign to be carried out by a qualified independent research firm during the third year of the project.

(A detailed description of the project review and evaluation plan is included in Annex F.)

PART III

A. Technical Analysis

1. Radio and Television Broadcasting as an Appropriate Technology in Support of Development Programs

Within the past ten years, it has become possible for almost every village family to buy an inexpensive transistor radio receiver. The Pakistan Broadcasting Corporation, through its network of eight radio stations, now reaches 60 percent of the area of Pakistan and more than 90 percent of its population. Television, which at present reaches only about 10% as many people as radio, nevertheless does have a great potential for affecting the opinion makers in rural areas, and will play a larger role as the number of T. V. sets in rural areas increases.

It is often said that illiteracy is a barrier to rural development, in that functional literacy is a pre-requisite to changing the behavior of village people. If functional literacy is indeed a pre-requisite to effective change, the rural development potential for Pakistan is very limited. Illiteracy rates are 90 percent of the adult population in many rural areas, and while the proportion of the appropriate age group enrolled in primary schools nationwide is increasing, it was only 46 percent in 1975 (63 percent of the male children and 27 percent of the female children). Only about 40 percent of the children in Pakistan now receive primary education for a full five years, a level generally considered necessary for attaining functional literacy. Pakistan currently has about 55 million illiterate people, and approximately one million more are added each year. They are especially concentrated in rural areas.

While maximum effort should be devoted to providing every Pakistani child with a primary education, broadcasting can convey information orally, thereby making development messages available to illiterate village audiences. Broadcasting, when supported with some type of organized group reception at the listening end, and backed up with the local availability of development inputs and resources, such as seeds, fertilizers and vaccines, will bring about development among illiterates as has been illustrated in recent year, in Colombia, Bolivia, Guatemala, Ghana and Senegal.

2. The Development Support Communication Center

There is wide recognition in the Government of Pakistan that there is presently no adequate institutional bridge between the

development ministries, where development information is gathered and packaged, and the mass media channels which can effectively transmit these messages to rural people. The Development Support Communication Center will provide the means of integrating and co-ordinating the development communication activities of the Government of Pakistan in a campaign-oriented approach to pressing development problems and opportunities. Moreover, the concentration of development support communication activities in a single organization will bring about greater efficiency in the use of human and financial resources.

The Development Support Communication Center is designed to overcome the inadequacies of the current system of rural communication. The main features of the design are:

a. Campaign Orientation

Supporting many simultaneous activities of roughly equal importance dissipates the effort available to each project to a level that is often below the threshold necessary for significant progress. Because the attention of the target audience or audiences is spread over too many topics at the same time, no topic receives the sustained attention that is required for success.

With the establishment of the Development Support Communication Center, national campaign topics that most urgently require attention will be selected, and intensive efforts will be devoted to them, to the exclusion of other topics. These two features, intensity of effort, and exclusivity of focus are critical components of successful campaigns.

Specific elements within the campaign-oriented approach to rural communication are as follows:

(1) Receipt of Priorities and Guidance from the Inter-Ministerial Policy Committee

The first step in the development of a campaign is the receipt of priorities and policy guidance from the Policy Committee. The Committee will synthesize the information received from the ministries and the Planning Commission, and it will issue directives to develop campaigns in certain areas to accomplish high priority national development goals. Examples of campaign areas that the Policy Committee might specify are: attainment of national self-sufficiency in agricultural production; adoption of improved sanitation practices; reduction of population growth rate; or

eradication of malaria. The Center will translate these policy directives into focused campaigns aimed at getting people to take specific actions toward attaining the desired behavioral change.

(2) Needs Assessment

Early in the development of the campaign the Center will assess the current situation in the campaign areas. Staff members of the Center will assemble materials from libraries, research institutes and documentation centers about relevant aspects of the problem. Center staff will also interview informed persons in the ministries and other organizations to gather their ideas and suggestions for campaign objectives and methods. In addition to gathering information about the current status of the problem, the Center staff will make an inventory of current and planned activities of other groups working in the campaign area, thereby assuring an integrated and coordinated approach to realizing the campaign objectives.

The collection of these preliminary inputs will help the Center to identify areas where vital information is not available, such as current attitudes, knowledge and practices at the village level, as well as potential supply or custom barriers to behavior change. In cases where information is inadequate, the Center will obtain the required information. The Center may ask one of the ministries to collect the information, it may request an international agency to perform the research, it may commission a study through an outside firm, or it may use its own research staff to collect the data. In most cases it will not be necessary to design or conduct methodologically rigorous research. Techniques as simple as mailing a few questionnaires to extension agents or going out into the field to talk to a few dozen farmers will often suffice to give the Center planners a reasonable appraisal of the current situation.

(3) The Integrated Team Approach

The task of designing development campaigns will be carried out by campaign teams. A team consists of one or two subject matter specialists, a specialist in research and evaluation of mass media, an expert in communication campaign strategy, and a sufficient number of producers, script writers, graphic artists and other support personnel. This team from the Development Support Communication Center will work in close collaboration with subject matter specialists, information officers, and extension program directors from the participating ministries,

to insure complete coordination and integration of resources in planning and implementing the campaign. The amount of time spent on a given campaign by each individual member of the team will vary according to the particular phase of the campaign; some team members will be working on several campaigns at once.

Each member of the team will have primary responsibility for the portion of the campaign related to his own field of specialization, but most of the major processes will represent the work of two or more members. For example, in determining measurable objectives for the campaign, the subject matter specialists from the Center and the ministries will work with the specialist in research and evaluation. Later in the campaign development the subject matter specialists and script writers will work as a team during the preparation of scripts.

(4) Development of Measurable Objectives for the Campaign

Once the background information has been collected, the Center can specify what they intend to accomplish during this particular campaign. These objectives will describe specific, measurable outcomes that the campaign is intended to produce. The objectives become both a statement of the goals of the campaign, and the basis for evaluating the success of the campaign. (See Part IV-C and referenced Annex for details).

(5) Development of an Integrated Campaign Strategy

As behavioral objectives are being developed and refined, ways of meeting these objectives will be selected. The persons primarily responsible for this task will be the subject matter experts and the specialists in mass communication.

The first stage in the process is the formulation of the overall campaign strategy for accomplishing the objectives. The coordination of the different campaign functions of creating awareness, educating, motivating, and supplying required resources will be designed at this stage of campaign development. In a campaign to control malaria for example, the public should be made aware of the nature of fever that indicates the disease. They should be educated about the importance of getting proper treatment. An overall plan will be prepared which coordinates programs for home spraying, supply of oil or insecticides for use on undrainable standing water, and an adequate supply of medicines for treatment of presumptive cases. The plan will specify the

type and amount of media to be used, what other inputs are necessary, how the various elements will be coordinated, and what the schedule for implementation will be.

This overall plan of action will be submitted by the Director of the Center to the Policy Committee for review and comments. The members of the Committee will make modifications or suggestions about the campaign plan, and the Development Support Communication Center will change the campaign plans accordingly.

Once the overall campaign plan has been devised, the planning of the "media mix", including interpersonal communication, and the overall media strategy that will be employed can be started. Decisions to be made at this point include: the number, duration, and sequence of radio and TV programs; the level of use of spot announcements or short messages; the amount of regional variation that must be built into the plan; the specific activities of field workers and extension agents necessary to support the campaign messages; the number, length and sequence of non-broadcast media such as pamphlets, leaflets, and so forth; and the use of special techniques such as booths at markets and festivals, national or regional lotteries, and special competitions as means of motivating people to listen to the programs or to take specific actions recommended by the programs.

As the media strategy is being refined and revised, requests will be made for broadcast and production time to the Pakistan Broadcasting Corporation (PBC) and Pakistan Television Corporation (PTC). Similarly, requests will be made to other ministries for allocation of their resources to the required support services, such as field workers and extension agents, distribution channels for leaflets and pamphlets and supply of commodities.

(6) Design, Production and Distribution of Programs and Other Materials

The overall plan of the campaign will contain specifications for the content of programs and materials to be used in the campaign. For example one type of campaign might make use of fifteen minute radio programs three times per week, supplemented with a simple instructional booklet distributed to field workers and extension agents. A second type of campaign might rely more heavily on short motivating announcements of 30 or 60

seconds duration, with only one fifteen minute program per week given to the campaign theme. A third type of campaign might rely on a saturation technique, as determined by seasonal or weather requirements, and use an extensive number of spot announcements complemented by a daily program of five or ten minutes. A fourth type of campaign might rely on daily thirty minute programs, designed to teach some specific information, or to serve as the basis for discussion group meetings at the village level.

After the plan has been approved by the Policy Committee, detailed content specifications for these items must be prepared, so that the work of drafting slogans, writing text and scripts, recruiting and rehearsing talent and preparing artwork and graphics can be gotten under way.

The actual production of mass media materials will be done in cooperation with the PBC and PTC. Specific contractual arrangements will have to be made between the Center and the Broadcasting Corporations to cover the amount and nature of production services to be provided, the fees for talent, production and direction, and the allocation of air time. To the extent possible, the subject matter experts from the DSCC will be physically present during the rehearsal and taping of the programs, so that they can immediately correct any misinterpretations that arise with reference to the script they have prepared. This collaborative working arrangement between subject matter specialists and program producers also permits the subject matter specialists to learn more about the production process, so that they can use that knowledge to enable them to prepare better program content specifications.

Prior to full scale production of an entire series of programs, representative samples of the series will be produced and pre-tested with typical members of the target audience. When the tape is played for members of the intended audience, the pretesters can observe and ask questions to discover such things as whether the vocabulary level of the program is too high, too low, inappropriate, or too technical; whether assumptions about the knowledge level are correct or incorrect; and any obstacles or problems which had not been anticipated by the program planners and producers. The pretesting process should also include the preparation of a rough draft of an information pamphlet and circulating it to extension agents to get their comments on the understandability, comprehensiveness and appropriateness of the intended pamphlet.

All members of the Center campaign development teams should participate at least occasionally in this kind of pre-testing because of the insights it will provide them. The major responsibility for pre-testing, however, will lie with the research and evaluation specialist who will make a report to the rest of the campaign team identifying successes and problems observed, and suggesting possible methods of resolving the problems. The entire team will review the report and collectively decide how to deal with the problems that have been identified, and how to implement and pre-test the proposed solutions before proceeding with the production of the rest of the programs in series.

(7) Distribution of Materials to Field Workers

The Development Support Communication Center will place a high priority on the distribution of supplementary materials to field workers. People who listen to the radio broadcasts in rural areas will require elaboration and reinforcement of the messages they have received, and it is crucial to the success of these campaigns that the field workers be informed about the aims of the campaign, the strategies that are being employed and the sources of suggested commodities. It is planned that short, simple pamphlets describing the campaign objectives, together with a list of anticipated questions will be distributed to the appropriate field workers or extension agents. A liaison officer in the DSCC will be given the responsibility of monitoring the distribution of materials and commodities. This official must identify existing channels of distribution through provincial government, district and village levels. He may have to create new and efficient channels in areas where ministries or other organizations have been unable to guarantee efficient delivery.

b. Effective Use of Available Personnel

The Development Support Communication Center will permit a more effective use of presently available personnel by assembling and training a highly skilled manpower pool. If the best talent is spread over a large number of separate communication units, no single unit will produce consistently high quality materials and campaigns. If the financial resources for development communication are too widely distributed, no single unit can train or recruit a broad range of skilled professionals. A single Center concentrating on the systematic professional development of communicators can more readily attract technical assistance and outside money for the domestic and foreign training of personnel.

c. Coordination of Messages, Field Services and Physical Resources

A campaign that attempts to increase the adoption of an agricultural innovation, or to improve standards of health, must insure that key inputs such as vaccines, fertilizers, pesticides, contraceptives, and so forth, are available to rural families at the right time, in convenient locations, and in sufficient quantities.

An information or publicity agency of a ministry that sees its role as primarily that of disseminating media messages from senders to receivers often pays little attention to the critical task of ensuring that all the necessary physical resources are present in appropriate proportions at appropriate times.

The Development Support Communication Center, working through its policy committee with the various ministries, provincial governments, private organizations and commercial suppliers, will improve the coordination of the delivery of all the components necessary to a successful campaign.

d. Coordination of Content and Media

The scope of the Center's activities are broader than those that would ordinarily fall within the jurisdiction of a single ministry, or within the information activities of the same ministry. For example, the Ministry of Health might be conducting a nutrition-education campaign, spreading information about the foods that should be included in a well-balanced diet.

The Ministry of Health may be stressing that farmers should use part of their land to grow vegetables for their own consumption. At the same time, the Ministry of Agriculture might be urging farmers to maximize cotton production.

In this particular example, the messages are not integrated with each other, and may even be working at cross purposes to each other. In its campaigns, the Development Support Communication Center will integrate these messages so that the recipients are not exposed to contradictory messages, and so that the linkages between the two activities are maximized and made explicit.

With regard to the use of mass media, the experience of development communicators has been that multiple channel communication is more effective than single channel communication; inter-personal communication plays a critical role in dissemination of information

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With regard to the use of mass media, the experience of development communicators has been that multiple channel communication is more effective than single channel communication; inter-personal communication plays a critical role in dissemination of information

and in the decision process to adopt an innovation; and some two-way communication or feedback is required to keep the entire system responsive to its own progress toward accomplishing its goals. Because the Center can hire a larger and more diverse staff of media experts, it can more easily plan an integrated media strategy for its activities. Radio and TV will be used to present information of general applicability, and to control the pace and intensity of the campaign. Printed materials will be used to provide support information, elaborations on the topics presented on the radio and TV, and easy adaptations to local conditions. Interpersonal communication, such as contacts with field workers, extension agents, or through forum-type discussion groups, will be used to reinforce the messages and motivate the participants to put the new information to use.

The interpersonal contacts also provide the basis for convenient collection of feedback information about the progress that the campaign is making toward achieving its goals. Extension agents or group leaders will be interviewed on a regular basis, or the reports they file will be analyzed for evidence of success or failure. This evidence will be used to guide the subsequent activities of the campaign, in re-doubling its efforts on particular approaches that prove successful, or devoting special attention to the supply channels for commodities.

e. Effective Allocation of Resources

The Development Support Communication Center will improve the efficiency of all development resources, and will improve the effectiveness of existing communication inputs. One of the compelling reasons for launching the Center is that in return for the added resources it will require, greater benefits will be achieved from present outlays for mass media communications activities of the GOP. For example, as William Sweeney notes in his report to the Ford Foundation on Communications and the Population Program of Pakistan, "if all radio and television time were bought through a central unit, a media discount for using the entire media system could be earned. This would allow the provinces to purchase more time or to use the money in other program areas".

f. An Empirical Basis for Planning Communication Strategy

Many projects of this nature have included a research and evaluation component to carry on summative evaluation at the end of the project. The DSCC design, however, provides for continuous research and evaluation starting with action research prior to each campaign to determine the knowledge level, attitudes and current

practices of the target audience; pre-testing of programs and supplementary printed materials; campaign specific post-testing to provide scientifically sound data to the program planners for their use in correcting the entire communication process; and finally, a careful summative evaluation of the entire DSCC concept to be used to modify and improve the on-going activities in this sector of rural development.

1. Feedback Techniques

Considerable attention will be given to on-going feedback links between the campaign audience and the campaign designers. The feedback system will use multiple channels to collect reactions and suggestions from the audience to assure continuous improvement of campaign effectiveness.

A major channel for feedback will be the regional research officers. In addition to their direct research activities, they will be designated as the persons to whom people should send their reactions, complaints or suggestions. It is expected that a valuable public relations benefit will be gained for the Center since the regional representative will be able to correct minor problems quickly, and publicize the successful solutions. By being responsive to the needs of the people in his area and by giving recognition to particularly successful local efforts or for good suggestions, the regional officers will generate increased public interest in the campaign, audiences will be encouraged to give still more feedback, and campaigns will be "finetuned" for success. Other methods for getting the audience to feel more involved in the campaigns and to provide more feedback can also be used; letters sent to the Development Support Communication Center will receive answers thanking the writer for his interest and telling him how the Center will be responsive to his suggestions, requests for information, or his complaints. Especially comprehensive remarks or suggestions can be rewarded with a small gift, such as a plate or plaque bearing the campaign slogan. Interviews with typical members of the campaign audience can be taped and included in the radio broadcasts as a way of collecting feedback and increasing local participation.

The field workers of the various ministries are another valuable source of feedback, because they have a more synoptic view of rural conditions than individual farmers. Their reactions and suggestions will be solicited often in a more formal way than for general audience feedback. They will be asked to complete short questionnaires, and their normal activity reports should be structured to serve as a source of feedback and evaluation information.

2. Campaign Evaluations

Research for campaign planning, message pre-testing, feedback collection and some measurement of campaign effectiveness will be a part of every campaign. Extensive evaluations of campaign effectiveness will be done for at least one major campaign. The campaign evaluation will look at three major areas: message content and delivery, client reaction to the campaigns, and effects of the campaign. Part IV C and annex F describes the evaluation arrangements for the in-depth external evaluation in detail.

For the regular evaluation activities of the Center, the staff will investigate: whether the combined components of the campaign are reaching the intended target audience; whether the message and activities are appropriate, both in terms of the information that the target audience already has or is able to assimilate, and in terms of ethnic and regional differences; and the degree of success in integrating and managing the different components of the campaign, including information, field staff training and activities, and supply of necessary commodities.

The attitudinal responses of the client group will be investigated to determine what parts of the effort seem to be the most or least successful, what parts are best or least liked by the participants, and what changes in attitudes about topics related to the campaign can be observed.

Finally, measurements will be made of the effects the campaign has produced. Evidence of desired changes in behavior in the target populations will be collected. When possible, direct evidence on changes in the ultimate goal, such as output increases resulting from increased acreage under wheat cultivation or declines in the population growth rate, will also be gathered. Attempts will be made to find out if there have been unintended effects, either good or bad, as a result of the campaign.

There must be some balance in these campaign evaluations between the need for fast inexpensive answers, and the need for the confidence and accuracy that come from extensive, methodologically rigorous research. Thus, it is anticipated that the extensive evaluation will be done by a commercial research firm that specializes in such work and maintains trained interviewing staffs. This will be complemented by the activities of the research staff of the Center which will use simpler methodology described below.

3. Low Cost Research Methods

A number of techniques will be used to gain valuable information

without excessive expenditure or inconvenience:

a. Interviews

Interviewers can select respondents without elaborate randomization schemes in tea stands, at bus stops, in market places, or in their homes and fields. Such non-random selection procedures introduce the risk of bias in research results because the people interviewed may not be wholly representative of the entire population. In many cases however, the importance of getting at least basic information is greater than the risk of getting slanted information. The number of respondents need not be very large. If the research concerns what farmers already know about a certain agricultural practice, such as proper application of fertilizers, as few as a dozen or so interviews in each region would probably suffice to give an adequate appraisal of the level of knowledge. The small number of interviews could be conducted, analyzed and written up by one person, within a few days. The speed with which the information can be obtained is an important factor in favor of non-rigorous research.

b. Natural Experiments

It is envisaged that the Center will take advantage of "natural experiments" to provide insights into the effects of different campaign components. For example, if cost or other limitations make it impossible to provide nationwide support of a campaign by field workers, campaign results in different areas with and without field worker support can be compared. Similarly, effects of different techniques can be deliberately compared by introducing them in some areas, and not in others, and comparing the results. For example, if the Center produced radio broadcast designed to get children to influence their parents to adopt a new practice in nutrition, the programs could be initially broadcast from one radio station. Evaluation of the activity would provide insights in how best to use the campaign techniques. A comparison of results with areas where the broadcasts were not heard would give the producers a better idea of campaign effectiveness.

Thus the research staff of the Development Support Communication Center will be engaged in many different activities, including: needs assessment; research on audience characteristics, knowledge, and attitudes; pretesting of programs; monitoring of campaign implementation; and measurement of campaign success in changing behaviors and attitudes. They will use a wide range of techniques, focussing mainly on ones that can provide fast, inexpensive information that will be used to guide the development and implementation of campaigns.

b. Conclusion

The features of this project as described in the preceding analysis suggest that significant and as yet unrealized benefits to rural families may be realized through a more scientific, more methodical approach to communication planning and programming. Their productivity in agriculture will be increased by making available to them interesting, useful and timely information about new products and practices. Their health and nutrition practices will be improved by providing them with similarly interesting useful and timely information about the services offered by rural health centers, suggestions for healthier diet, personal sanitation practices and methods of improving community health.

It is further suggested that conscientious needs assessment, careful definition of objectives, and cooperative action with federal and provincial ministries are appropriate means of meeting the project purpose: the establishment of an effective, integrated and coordinated system for the use of mass media in supporting the development programs of the Government of Pakistan ministries.

c. Environmental Statement

Since this project is essentially an institution building project and does not require construction of any physical infrastructure, no adverse physical environmental effects are foreseen.

TABLE III B-1

Summary Cost Estimate & Financial Plan (\$000)

Source	AID		Host Country		Total
	FX	*LC	FX	LC	
Commodities	97	62	-	-	159
Technical Assistance	261	68	-	-	329
Training	115	-	-	-	115
Evaluation/Research	12	9	-	-	21
Operations including salaries, rents, campaign costs, seminars, etc.				920	920
Sub Total	485	139	-	920	1,544
Inflation 25%(12%/y	121	35	-	(Included)	156
Contingencies 10 %	48	14	-	(Included)	62
Total	654	188	-	920	1,762

*Note: "LC" are local costs which will be initially financed by the Government of Pakistan and reimbursed in dollars by the AID Grant.

TABLE III B-2

Estimated Yearly Expenditures
(US Contribution(\$000))

Source	Project Year FY78-79	Project Year FY79-80	Project Year FY80-81	Total	FX	LC*
I. Commodities	70	53	36	159	97	62
II. Technical Assistance	80	180	69	329	261	68
III. Training	29	50	36	115	115	0
IV. Research and Evaluation	-	10	11	21	12	9
Sub Total	179	293	152	624	485	139
Inflation 12%/y	21	74	61	156	121	35
Contingencies 10%	18	29	15	62	48	14
Total	218	396	228	842	654	188

* "LC" are local costs which will be initially financed by the Government of Pakistan and reimbursed in dollars by the AID grant.

E. Financial Plan and Arrangements

The total cost of the project over a three year period is estimated to be about \$1,762,000. Foreign exchange costs are estimated at \$654,000 or about 37% of total project costs. Operational costs are 52% of total costs and represent the Government of Pakistan's financial contribution to the project. (Note. Production costs for the media campaigns are not shown and represent an additional Government of Pakistan contribution.) Tables III B-1 and III B-2 show the breakdown among major input categories which are briefly described below.

1. Commodities

A complete list of project commodities and costs is contained in Annex G. Since only a small number of foreign exchange commodities are required (about \$97,000), the Mission will procure these items by FIC/Cs through its off-shore procurement section.

Most local procurement will be handled through the Government of Pakistan's Department of Investment Promotion and Supplies (DIP&S). The Ministry of Information and Broadcasting will procure small items and furniture through a Cell which can do minor procurement.

2. Technical Assistance

Technical Assistance costs are estimated at \$329,000. Costs were derived by figuring the current cost per man-year of \$80,000 for the long-term advisor (24 MM total) and adding 30 man-months of short-term technical assistance figured at \$126/day plus \$40 per diem plus international transportation.

3. Training Costs

The training costs of \$115,400 were based on the following figures for six trainees at 10 months each and three at 24 months and one for four months (two trips)

a. Academic Training Program (6 months to 2 years)

Per Diem/man-month	\$650.00
Per Diem covers	

(i) Boarding/Lodging plus incidental expenses

(ii) Tuition etc.

(iii) Domestic travel within USA

If an individual has to stay at one place for at least six months, his request may be considered to have his family join him in USA. However, no extra per diem will be paid to the individual or his family.

b. Non-Academic Training Program

(short term duration 2 months - 6 months)

Per Diem/Man/Month \$1,750

Family not allowed to join

c. Travel Expenses

An average of the costs noted here:

Islamabad/Indiana University/Islamabad	Rs. 17,390/-
Islamabad/Stanford/Islamabad	Rs. 19,566/-
Islamabad/Michigan/Islamabad	Rs. 20,000/- approx
Islamabad/EWCenter Honolulu/Islamabad	Rs. 18,876/-

The AID grant will finance the cost of international transportation for trainees. This is a departure from usual procedure stated in Chapter 17 of Handbook 10 which requires the host country to finance these costs. However, for this project, it has been decided that the most appropriate arrangement would be for the host country to finance 100% of the operational costs which total about 52 percent of overall project costs and AID to finance all other project related costs including transportation costs

3. Evaluation and Research

This line item of \$21,000 represents the cost for one foreign consultant for two, one-month periods during the second and third project years for assisting the USAID and Government of Pakistan in project evaluation (\$12,000 in foreign exchange

and \$2,000 in local currency) and \$7,000 in local currency for the in-depth analysis of one campaign by a local consultant.

4. Local Currency Costs

Local currency costs estimated at \$188,000 will be financed under the grant. Costs comprise \$62,000 for locally available commodities, \$7,000 for local support of foreign consultants, and \$7,000 for local consultant costs (plus \$35,000 for inflation and \$14,000 for contingencies). It is anticipated that the following procedure will be used to finance these costs:

After the appropriate conditions precedent for disbursement have been met and the Grantee has incurred eligible local expenses for reimbursement totalling \$50,000 or more, the Grantee may submit to AID an application for reimbursement supported by satisfactory evidence as to the nature of the expenditures. AID will, upon approval of the application, issue a dollar check to the Grantee for the eligible local expenditures. For disbursements after the initial disbursement AID will reimburse the Grantee by issuing a dollar check for subsequent local expenditures totalling \$50,000 or more. (See Annex I for request for 612 (b) determination).

5. Operations

Details of GOP operational costs are contained in Annex G. The total local currency cost of \$920,000 is composed of about \$280,000 for salaries and allowances, \$360,000 for campaign costs, and \$200,000 for other costs such as rent, maintenance costs, and POL. These estimates include an inflation factor and a 10% allowance has been added for contingencies.

6. Budget Provision

The Government of Pakistan's FY 77-78 Annual Development Plan contains a line item of Rs. 2,000,000 (\$202,000) for the Development Support Communication Center. This is adequate to cover the estimated local currency costs during the first year.

The draft project PC-1, which is the Government of Pakistan planning document that must be approved before funds can be committed, has a line item for operational costs continuing into 1981. The Fifth Plan contains a block provision of Rs. 20 million (about U.S. \$2.0 million) for the project.

The Government of Pakistan has evidenced sound planning by incorporating necessary budget provisions in both the Annual Development Plan and the Fifth Development Plan. The list of project inputs and cost estimates are realistic and adequate allowance has been made for cost inflation and contingencies. USAID therefore concludes that the project is financially feasible and sound as planned.

C. Social Soundness Analysis

The detailed social analysis is presented in Annex H. A summary is given below:

1. Beneficiaries:

Target beneficiaries are Pakistan's rural poor. Three-fourths of Pakistan's population of about 73 million live in rural areas and have an average household income of about \$90. There is significant cultural and linguistic diversity in the rural areas and illiteracy rates in many areas average 90% of the adult population. Pakistan's geographical characteristics especially in the mountainous north and the desert areas of the south and west, tend to isolate many rural areas and transportation and land communications are often difficult.

2. Social Impact

One of the few reliable ways to reach the rural poor appears to be through radio. Unofficial estimates of the number of radios in Pakistan range from 5-10 sets for every 100 people, and observations indicate that the rural areas are well represented in the distribution of the sets. Signal coverage is estimated at 87 percent to 93 percent of the population with most of the geographic area with signal reach. Programming may be tailored for the target groups. A privately financed study conducted in 1974 indicated that from 71 percent to 91 percent of rural adults listen to the radio. Another study found that farmers consider the radio a useful source of information and attribute many innovations adopted by them to advice given over the radio. There are data indicating that radio's effectiveness is further enhanced when combined with interpersonal contacts and other media. The effect of mass media upon rural audiences is to increase knowledge about innovations, and to focus attention upon them in such a way that attitude formation is enhanced. As media penetration of villages increases, local and traditional values will be transformed into more cosmopolitan cultural orientations. As this occurs, responses to innovations may be expected to increase.

The main effect of mass media upon rural audiences seems to be to increase knowledge about innovations, and to focus attention upon them in such a way that attitude formation is enhanced. As media penetration of villages increases, local and traditional values are transformed into more cosmopolitan cultural orientations. As this occurs, responses to innovations may be expected to increase. Since broadcast media are available to all segments of village populations, opinion formation and the emergence of greater number of opinion leaders as a consequence of greater media penetration may be expected. This may have significant impact on patterns of leadership and authority in villages, since through media campaigns assisted by change agents, public opinion concerning development projects will become more intense. Leaders oriented toward cosmopolitan activities will be strengthened by an increase in the general level of exposure to development messages. Where media penetration is effective, and supplemented by appropriate institutional means, social mobilization of rural populations including lower-income groups, toward more rapid development is likely.

Some reports suggest that income distribution inequities may be increased by improperly designed campaigns. There is a possibility that those with greater access to resources and opportunity may be better able to profit from the information presented in some campaigns. There is also evidence, however, that if appropriate strategies are pursued in development efforts and if special attention is given to the needs of the poor during campaign development then this "communication effects gap" can be nullified and reversed.

Since broadcast media are available to all segments of village populations, opinion formation and the emergence of a greater number of opinion leaders as a consequence of greater media penetration may be expected. This may have significant impact on patterns of leadership and authority in villages, since leaders oriented toward cosmopolitan activities should be strengthened by an increase in the general level of exposure to development messages. Public opinion concerning development projects may become more intense as a result of certain media campaigns. Where media penetration is effective, and supplemented by appropriate institutional means, social mobilization of rural populations including lower-income groups toward more rapid development is likely.

In summary, there is evidence that campaigns conducted by radio especially when combined with other channels of com-

munication and institutional support, should reach a large proportion of the target beneficiaries. These campaigns have the potential for modifying behavior in the desired manner. Although there is some danger that improperly designed campaigns may contribute to income inequities, if proper care is taken this can be avoided. The results of the in-depth evaluation conducted in third year of the project (see annex F) should indicate the success of the DSCC approach and suggest ways to maximize the desired results.

3. Role of Women

The issues section of this PP discusses the potential impact of this project on women.

4. Population Impact

Inasmuch as population/family planning will be one important area to be selected for one or more development communication campaigns, it is anticipated that the project will have an antinatalist impact. While the specific message content within these campaigns is yet to be determined it is assumed they will emphasize such population aspects as the safeness of contraceptives, places where they can be procured, the advantages of the small family for economic health reasons, and so on. To the extent these messages, carefully designed and tested, increase the rate of contraceptive use, they can be anticipated to bring about fertility decline.

Furthermore, the project will be emphasizing messages in subject matter which has an indirect bearing on fertility. These include improved health and nutrition behavior, adult literacy and female education, to cite just a few examples. Any contribution which the Development Support Communication Center might make to improved health and child feeding practices, to improved levels of literacy, particularly female literacy, and to levels of formal female education will have a depressing impact on long-range fertility rates.

The absence of quantitative output measures with respect to the numbers of messages in each substantive area to be prepared and broadcast, and, more importantly, the current paucity of data on the quantitative relationships between these substantive areas and fertility makes it impossible to be more precise about the extent of probable population impact of this project.

ATTACHMENT TO SOCIAL SOUNDNESS ANALYSIS

Attached here are (1) STATE 273824 which raises questions related to social analysis; and (2) the Mission response.

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R 060242 Z NOV 76
FM SECSTATE WASHDC
TO AMEMBASSY ISLAMABAD 1340
BT
UNCLASS STATE 273824

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E. O. 11652: N/A

TAGS:

SUBJECT: SOCIAL SOUNDNESS ANALYSIS FOR THE PP ON THE
DEVELOPMENT SUPPORT COMMUNICATIONS CENTER

THE DRAFT ANALYSIS FOCUSES HEAVILY ON PRESENTING BACKGROUND INFORMATION ABOUT THE CONCEPT OF RADIO BASED COMMUNICATION ITSELF. FURTHER QUESTIONS EXIST ABOUT HOW THAT CONCEPT FITS INTO THE SOCIO-CULTURAL ENVIRONMENT OF PAKISTAN. THE FOLLOWING ARE ISSUES RAISED IN THE CONSIDERATION OF A SOCIAL SOUNDNESS ANALYSIS FOR THE SUBJECT PP. SUGGEST CONSULTATION ON THESE ISSUES WITH HUGH PLUNKETT OF MISSION STAFF.

(1) PP. 1-3 AND PP. 14-15 OF DRAFT PAPER -- LISTING OF SEVEN MAJOR ETHNIC AND LINGUISTIC GROUPS AMONG THE TARGET POPULATION IS GOOD - BUT, QUESTIONS ABOUT HOW THE CONTENT OF COMMUNICATION CAMPAIGNS CAN BE LOCALIZED AND MADE APPROPRIATE TO THE SEPARATE SOCIO-CULTURAL AREAS REMAIN. SIMPLY REFERRING TO REGIONAL RADIO STATIONS ON THESE MATTERS ARE NOT SEEN AS APPROPRIATE INSURANCES FOR SOCIO-CULTURAL FIT. CAN YOU PROVIDE MORE INFORMATION ON HOW A KNOWLEDGE OF SOCIO-CULTURAL CHARACTERISTICS WILL BE INCORPORATED INTO PROGRAMS AND CAMPAIGN DESIGN?

(2) PP. 4-8 -- A GREAT MANY STATISTICS ARE LISTED ABOUT RADIO OWNERSHIP AND BROADCASTING PROCEDURES. A POTENTIALLY FALLACIOUS ASSUMPTION IS MADE IN THIS SECTION THAT POSSESSION OF A RADIO SET WILL INSURE THE OWNER LISTENING TO DEVELOPMENT PROGRAMS. EQUATING THE LISTING TO THE RADIO GENERALLY WITH THE WILLINGNESS TO LISTEN TO DEVELOPMENT PROGRAMS IS ALSO SUSPECT. FURTHER COLLABORATING EVIDENCE IS NEEDED ABOUT RADIO LISTENER BEHAVIOR TO MAKE THESE STATEMENTS BELIEVABLE. CONSIDERING THE SOCIAL SETTING.

- (3) PP. 10-13 -- CITES OTHER SUCCESSFUL USES OF RADIO BASED DEVELOPMENT CAMPAIGNS. BUT, WHERE THEY USED IN THE SAME CULTURAL AREAS? THIS SECTION ARGUES FOR THE CONCEPT OF RADIO BASED DEVELOPMENT, HOWEVER, IT DOES NOT RELATE THE CONCEPT TO THE SOCIO-CULTURAL ENVIRONMENT OF PAKISTAN. SINCE CULTURES ARE DIFFERENT, HOW WILL THIS CONCEPT BE ADAPTED TO THE SOCIO-CULTURAL SETTING?
- (4) PP. 13 -- A MAJOR ISSUE IS RAISED WHICH DIRECTLY IMPINGES UPON THE CONCEPTUAL INTEGRITY OF THE PROJECT. WILL RADIO CAMPAIGNS ACTUALLY CHANGE BEHAVIOR IN TARGET POPULATIONS? INFORMATION TRANSFER CAN BE EXPECTED, BUT PEOPLE DO NOT ALWAYS ACT ON INFORMATION OBTAINED. IS THERE ANY PREVIOUS EVIDENCE FROM PAKISTAN THAT SUGGESTS THIS MIGHT BE THE CASE? COULD EXISTING BEHAVIOR PATTERNS BE DRAWN UPON TO REINFORCE CAMPAIGN DESIGN -- STRESSING CONTINUITY WITH TRADITIONS IN DEVELOPMENT EFFORTS?
- (5) PP. 16-17 -- MORE INFORMATION ABOUT MEANS OF SURVEYING PERCEIVED NEEDS OF TARGET POPULATIONS. THIS IS AN IMPORTANT WAY TO ACHIEVE THE GOAL OF SOCIAL SOUNDNESS. HOW WILL THE PERCEPTIONS AND NEEDS OF THE TARGET POPULATIONS BE SOLICITED? WHAT MEASURES EXIST TO INCORPORATE SUCH INFORMATION INTO CAMPAIGN DESIGN?
- (6) PP. 22-23 -- CONCERNING BENEFIT INCIDENCE. IS THERE ANY CORRELATION BETWEEN HIGHER RURAL INCOMES AND THE POSSESSION OF RADIO SETS? COULD THIS FACTOR BIAS THE BENEFICIAL ASPECTS OF THE PROJECT ON THE BASIS OF SCALE OF INCOME? KISSINGER

RESPONSE TO STATE 273824

Paras 1 and 3

The need to insure that DSCC programs relate effectively to rural Pakistani culture is clear. How DSCC activities will take regional cultural variations into account will be more precisely specified as campaigns are developed. One element which assumes greater importance and which will require greater specification and elaboration by the Government is the role of the Regional Research Officers and the support available to them. Because previous attempts by Pakistan Broadcasting Corporation to develop similar roles have failed through lack of effective role definition and support for essential research activities concerning listener behavior and responses, there is increasing recognition in the Government of the need to focus attention on this component of the communication process. Effective training, adequate career rewards, and proper logistic support at regional levels will be combined with increased capability for communication through the DSCC to higher administrative levels in order to develop responsive culturally meaningful campaigns.

The potential for structurally-based conflict among participating ministries is inherent in all projects requiring cooperation for the achievement of maximum effect. The cited studies, while not based on South Asian experience, point up the problem effectively. Experience here supports their findings in the South Asian context. The Government and Mission are aware of the problem. Frequent and substantial involvement, through inter-ministerial committees, by concerned ministries should facilitate communication and also provide efficient means for the resolution of conflicts as they arise.

Para 2

Several on-going studies related to communication behavior and innovation in agriculture contain data relevant to listener behavior. Results of these studies should be available shortly. Tabulation of Barani Agriculture Project benchmark data by Provincial agriculture staff has begun. Preliminary data for 3 districts of NWFP indicate that: (1) 55% of the 479 respondents admit owning radios; (2) 21% listen to farm programs daily, 25% weekly. Non listening is due to program content inappropriate for rainfed areas. Similar inquiries form part of the National Farmer Survey and a set of intensive case studies now being

carried out by the National Fertilizer Corporation with Mission assistance. Pakistan Broadcasting Corporation carries out no listener surveys, but monitors incoming letters from its audience. In a mostly rural, mostly illiterate society, letters from mostly urban audiences provide a highly biased input. In addition to strengthening development campaign effectiveness for the development departments by insuring that technically sound content within a culturally relevant context is presented in an interesting fashion, the DSCC should also improve listener feedback procedures for the broadcast media in Pakistan.

Para 4

The DSCC is a facility supplementing and coordinating directed change efforts, and strengthening the influence of an array of change-oriented agencies in the Government of Pakistan. The need to supplement the media effort will depend on the nature of the message. Obviously certain kinds of messages will be most effective when supported by activities in the field. To this end it is expected that lines of communications to the field staffs of the development agencies, will be built into the project, vertically from the technical ministries at the Center and Provincial levels, and laterally through the DSCC Research Officers located at regional stations. To do this DSCC needs to provide an adequate number of regional Research Officers and grant them sufficient status as well as adequate training in the appropriate skills to enable them to work effectively across levels of government.

With regard to adequate use of culturally meaningful elements in campaign designs, this function essentially belongs in the domain of agencies designing specific campaigns under DSCC supervision. The association of powerful and prideful cultural symbols with these campaigns, enhancing their appeal, will be basic to all campaigns. In formulating these designs, the DSCC's Regional Research Officers as well as its central staff will become key elements in the success of specific campaigns.

Para 5

The needs of target populations, as well as the most effective means for reaching such populations, will be determined through well-designed and executed sample surveys supplemented by the existing practical experience of officials, researchers, and field

staff. At present the provincial agriculture departments station a low-level staff member at each regional radio station. Because of pay, allowance, and status differentials, the work of the agriculture staff in preparing farmer programs is highly uneven. The DSCC will coordinate and elaborate this and similar efforts to improve performance significantly. (See pages 26-27 and Annex F of the Project Paper for detailed statements on provision for feedback and evaluation.)

Para 6

Answers to these queries are: (a) possibly earlier, but cheap transistors have now become widespread; and (b) no, because groups from low and high income levels gather to listen to radio together.

The Government of Pakistan and USAID do not expect all answers related to organizational capabilities, bureaucratic inter-relations, or cultural relevance to emerge prior to launching the DSCC project. Rather, we anticipate creation of a continuing process of research, evaluation, and feedback to policy formulation which will enable development agencies supported through the project to respond to local needs in their own spheres of activity.

D. Economic Analysis

Economic analysis could not be completed in advance of project implementation. Quantified estimates of benefits and total costs at an acceptable degree of accuracy cannot be obtained. This is due in part to that fact that a large share of the costs of any given communication campaign will be borne by the line ministries. Until actual implementation provides us with data on the real cost of such efforts there is no basis for an accurate statement of economic costs. Also, there are few precedents available in the history of communications on which to base an estimate of the economic benefits resulting from DSCC. Indeed this project is highly innovative in nature and will generate the required data for assessing the economic soundness of organizations such as the DSCC.

The generation of economic benefits by the DSCC will depend upon its ability to use communication campaigns to generate increases in output or improved levels of living through the diffusion of new knowledge. This in turn relies on induced behavioral changes which may take considerable time to spread throughout the society. It is assumed that the campaign orientation of the DSCC with the resulting intensive delivery effort will effectively create behavioral changes. (The technical and social analyses discuss these linkages further). The hypothesis follows that this will result in a rate of adoption and diffusion of technology that will yield higher benefits per unit cost than alternative types of communication programs. For example, the Ministry of Health has budgetted about \$1 million for Family Planning Publicity during FY 77. For a relatively small cost increment the DSCC would be able to conduct a coordinated campaign which should substantially increase the impact of Family Planning Publicity on the rural populace. Both the feedback system and the in-depth outside evaluation as outlined in Annex F will provide data to test this hypothesis.

It is also hypothesized that there are major economies of scale which can be realized by creating the Development Support Communication Center. That is, if each line ministry continues to expand its own information program there will continue to be duplication of effort. In each ministry isolated units will be operating with few staff at high cost. By concentrating highly trained communications personnel in one central coordinating organization the cost per development campaign can be lowered even though the DSCC is operating basically as a supporting unit. Once the DSCC is in operation this hypothesis can be tested by comparing its costs and output with comparable costs in the line ministries.

PART IV
IMPLEMENTATION ARRANGEMENTS

A. Analysis of the Recipients and AID's Administrative Arrangements

1. "Recipient"

a. Description of the Administrative Unit

The Development Support Communication Center is a semi-autonomous unit attached to the Pakistan Broadcasting Corporation. The Center staff includes a Director, and subject matter specialists in areas such as agriculture, health and nutrition, family planning, non-formal education and economics. The Director and subject matter specialists will work together with specialists in mass communication strategy, and research and evaluation. Writer-editors, copywriters, graphic artists, photographers and audio-visual specialists, research assistants, and provincial liaison officers will implement the campaign designs of the subject matter specialists and experts in mass communication.

The professional campaign development staff of the Center will be supported by an administrative officer, a specialist in library resources and documentation for development support communication, an accountant, several clerk-typists, and other employees such as drivers, messengers, janitors and watchmen. (See Annex G 3-4).

To coordinate activities of the Center with other Ministries and the provincial governments, one Joint Secretary of the Ministry of Information and Broadcasting will be assigned to the Project. Also one Controller in PEC and one in Pakistan Television headquarters will be assigned as liaison officers with the LSCC and the regional broadcasting units.

The Center will develop its mass media campaigns with the advice and assistance of a policy committee which will consist of the secretaries of each of the Federal development ministries; Additional Chief Secretaries (development) of the Provinces; and the Director of the Center.

In addition to the above named members of the Policy Committee, it is planned that other individuals outside the Government will be occasionally invited to participate in the work of the committee. These individuals might include representatives of organizations with a large rural membership and other individuals who would be able to give a valid indication of the felt needs of target audiences.

These representatives would also act as a direct channel for feedback from the target audience. The AID Mission and the Government of Pakistan will make firm arrangements for such representation early in the implementation of the project after a careful evaluation of the potential candidates.

The Policy Committee will review the high priority development objectives of the Government of Pakistan, and in a "sorting out" process, certain development objectives will be assigned to the Development Support Communication Center for implementation and execution, while other objectives will be assigned to individual ministries at both federal and provincial levels.

The Center will have an Executive Committee comprising the heads of Radio and Television, the Director of the Center, subject matter experts of the DSCC, and the specialist in research and evaluation. The Executive Committee will meet once every month, receive recommendations from the campaign teams of the Center and take decisions on the following elements

1. Program schedules, together with provision for schedule changes considered unavoidable.
2. Program Costs Studio time, rehearsal time, air time, unusual charges for music and/or special sound effects.
3. Appraisal of programs broadcast in terms of quality and quantity.
4. Analysis and modification of the mechanisms of coordination with federal ministries, provincial governments and other participating agencies.

5. Analysis of field evaluation reports.

6. Analysis and revision of plans for in-house training, as well as training for ministry and media personnel in the theory and technique of development support communication.

The ESCC will have eight regional offices (phased into operation during the first three years of the project) to maintain direct liaison with the field workers, broadcasting stations in the region, and officials of the provincial governments.

The regional officers will be responsible for compiling evaluation data and arranging to feed the information back to the Center. When development objectives and mass media campaign goals have been established, the ESCC will develop a detailed schedule of general development campaigns and specific programs to be implemented at both national and regional levels. The Center will then submit its plan of work to the Policy Committee for approval and/or modification.

The specific details of how this plan of work is implemented are discussed in earlier sections of this Project Paper.

(Figure I shows the organization plan for the ESCC, Figure II shows the overall project relationships among the participating organizations, and Figures III and VI show the relationship among the Center and the participating organizations for various project activities.)

Figure I - ORGANIZATION PLAN FOR LSCC

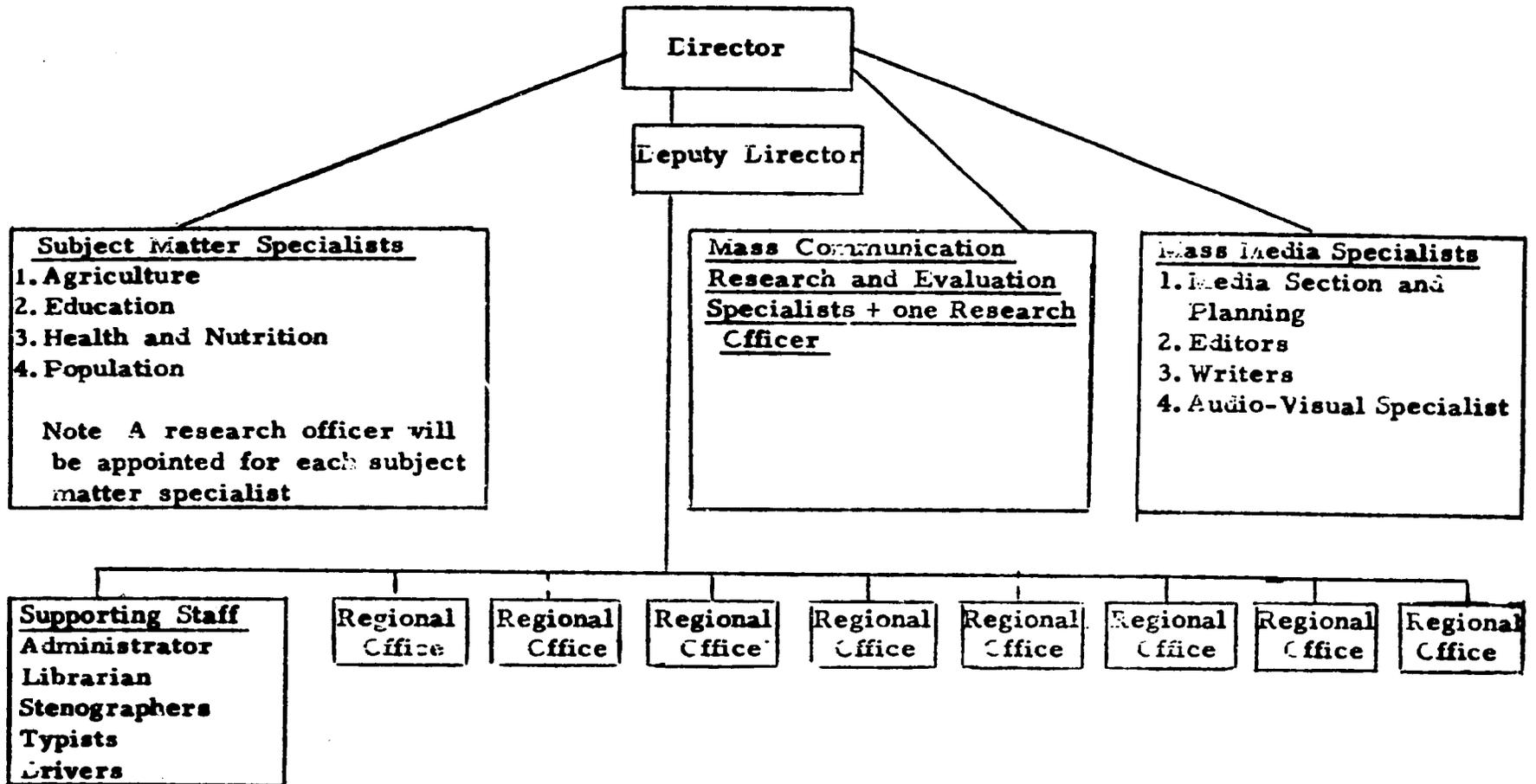


Figure II STRUCTURAL UNITS AND RELATIONSHIPS IN DSCC PROJECT

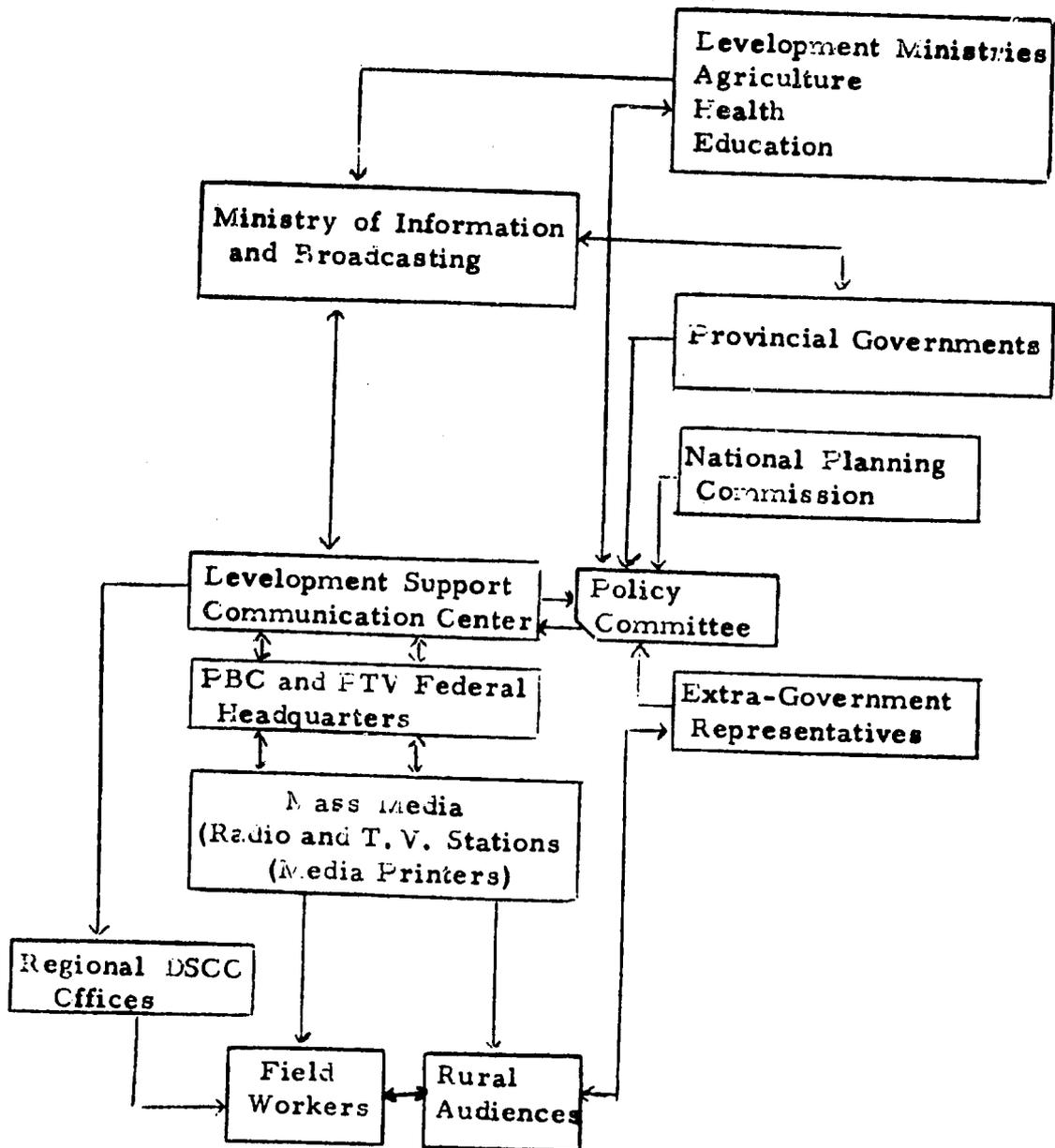


Figure III: PCLICY MAKING

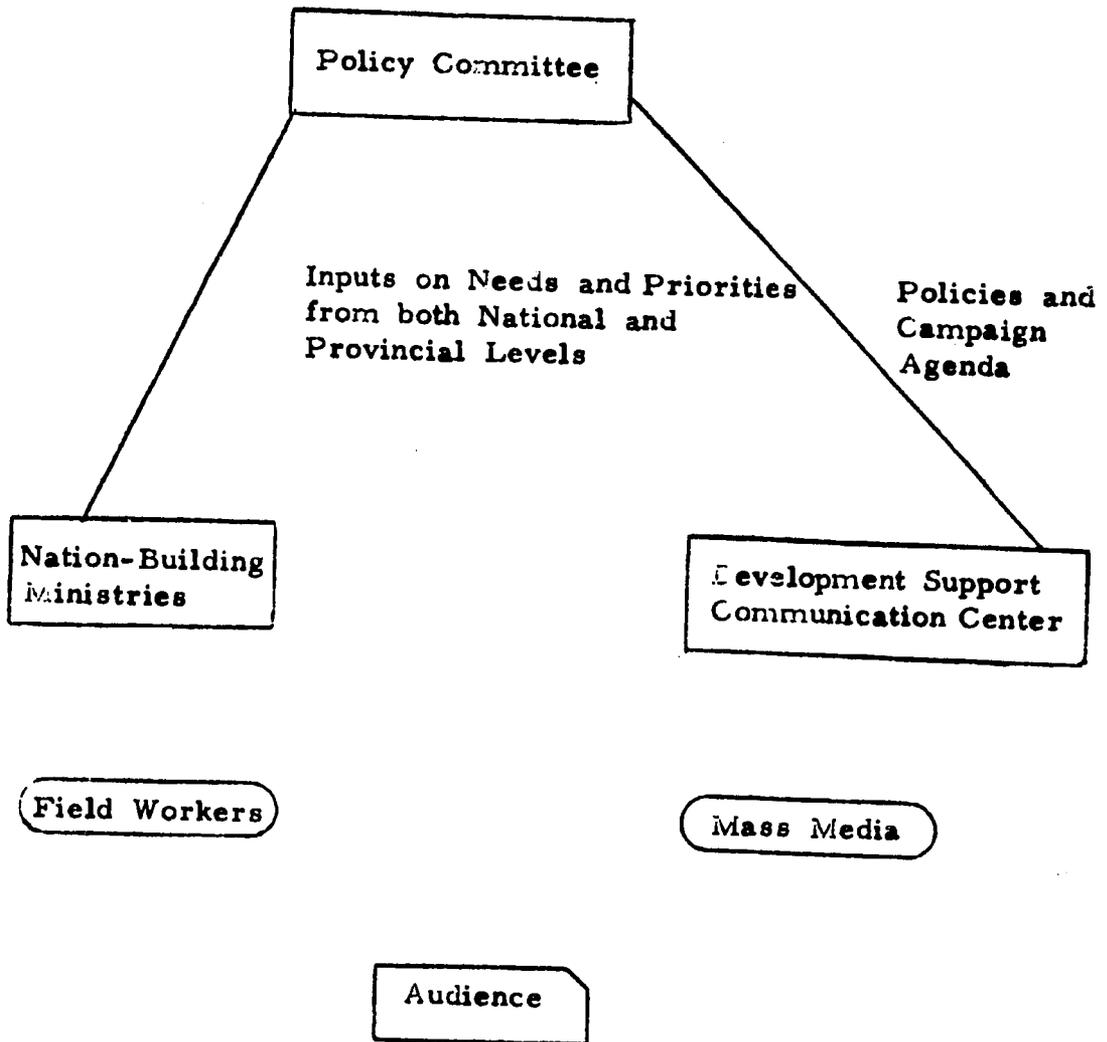


Figure IV: CONTENT DEVELOPMENT

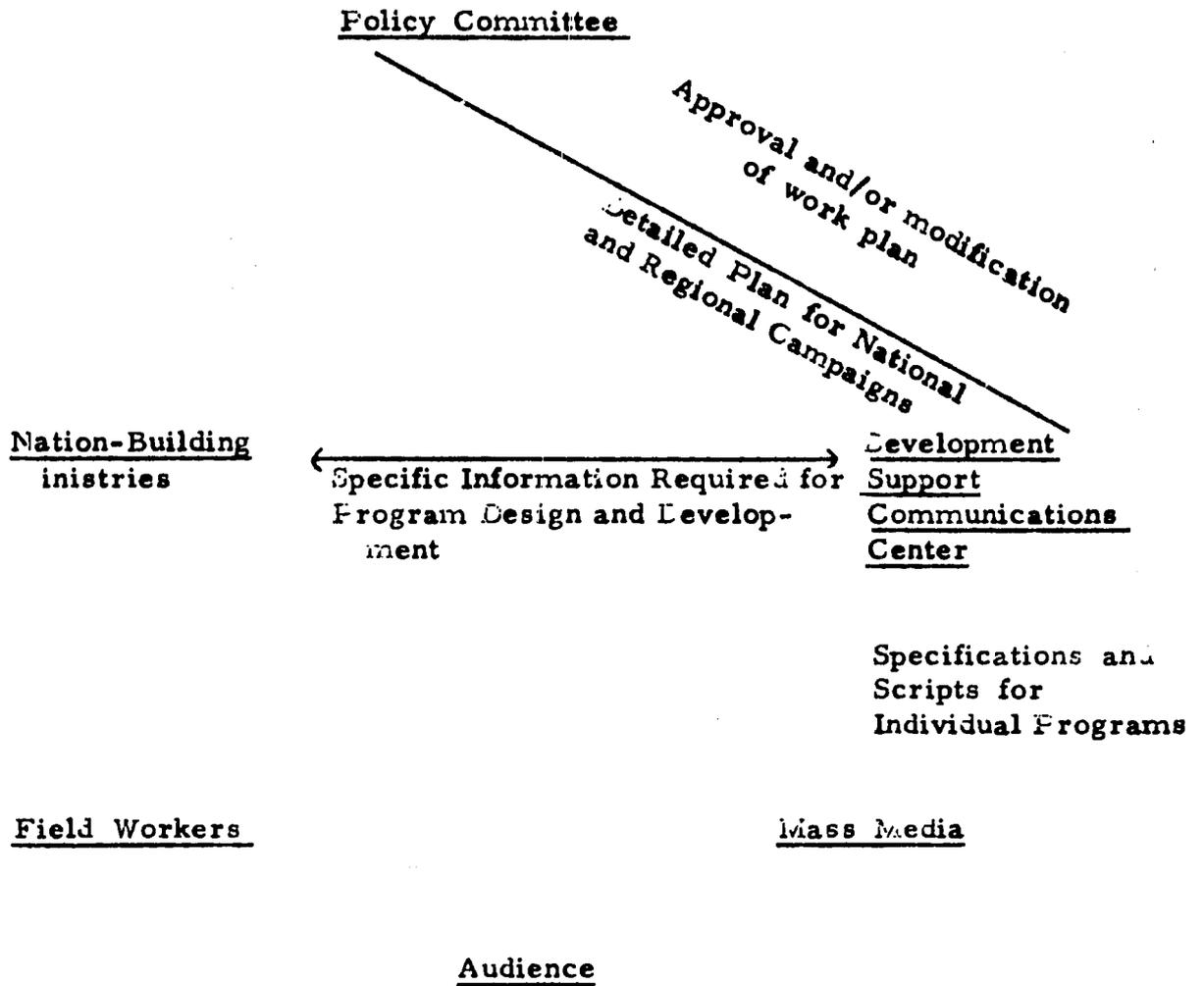


Figure V -- RESEARCH AND EVALUATION

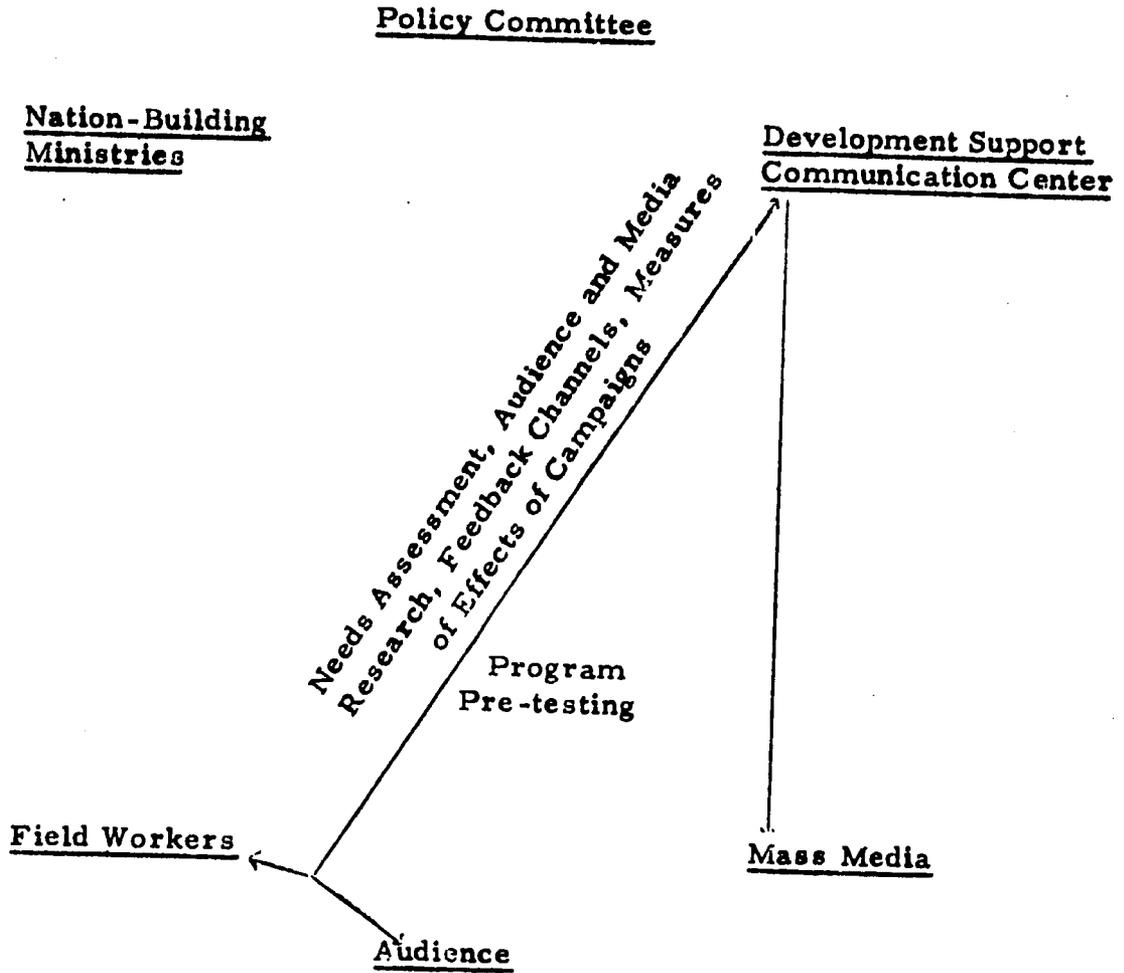
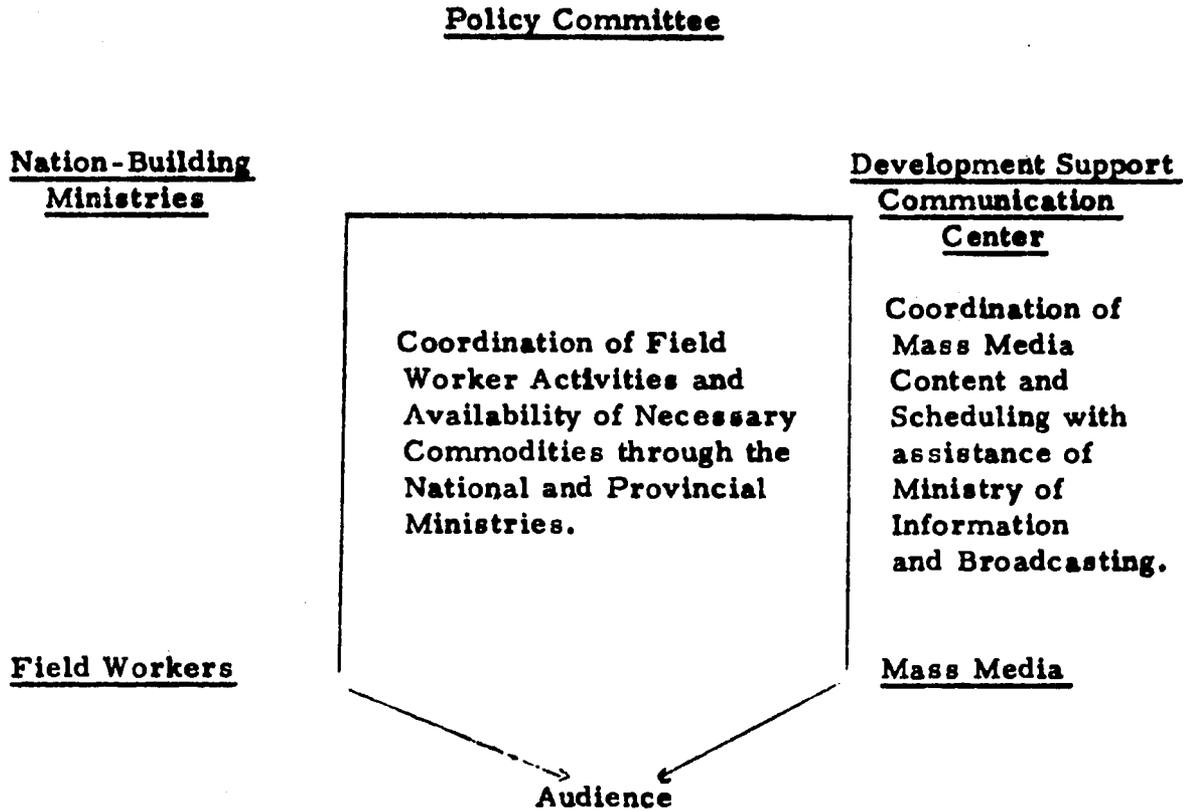


Figure VI -- COORDINATION ACTIVITIES



b. Analysis of the management capability of the recipient's implementing organization

(1) Personnel

The structure and functions of the Development Support Communication Center have been described elsewhere in this Project Paper. The question to be addressed in this section is whether or not the organization is capable of carrying out its assigned role.

For many years in the less developed countries, there have been efforts to reach rural people through the mass media of communication. Many of these efforts have been worthwhile and productive in areas such as agriculture, literacy, and adult education, but other efforts have produced little observable change among the rural populations.

Only in the past ten years have we turned our attention to the concept now known as "development support communication": a scientific and methodological approach to communication and behavioral change. It is a new approach with relatively few precedents for guidance, consequently, the project described in this paper is experimental, innovative, and challenging.

The Government of Pakistan has expressed a willingness to try new techniques in rural communication. They realize that considerable technical assistance and academic training will be required to support the project, and they are well aware of the need for careful planning and continuous project review and evaluation.

The Director of the Center must be recruited as soon as possible after the decision has been made to proceed with the development of this project and appointment of the Director is a condition precedent. Ideally, the individual named to this post would have broad experience in mass media planning, a strong background in administration and considerable training in the theory and techniques of development support communication.

At the present time, no one is known in Pakistan who is completely qualified to assume the responsibilities of this position. There are people with adequate background in mass media production, direction, and others highly skilled in general administration, but no one has the required experience in planning, implementing and evaluating action-oriented rural development campaigns.

It is essential to the success of this project, that the Director of the Center receive training in the theory and techniques of development support communication, soon after he is hired. This initial training should be of approximately eight weeks duration at the Development Support Communication Service in Tehran, the East-West Center in Hawaii, or the Center for Educational Development Overseas in London. (A source waiver will be sought if it is determined that training outside the United States is necessary.) Twelve to eighteen months after the project has begun, the Director should receive advanced training in this area for approximately two more months, at any of the institutions mentioned above.

It is also essential that a full-time specialist in development support communication be assigned to this project as technical advisor as soon as the project is officially approved. Execution of an acceptable contract with such an advisor is a condition precedent to initial disbursement of grant funds. Specific duties of this technical advisor are described in detail in the Project Description, Part Two, under Project Inputs.

As soon as the Director has been hired, he will have to start recruiting key staff members. There are subject matter experts in agriculture, animal husbandry, health and nutrition, and population, now working in ministries and private organizations, but finding qualified specialists who are willing to work in an untried, experimental environment may present some difficulty. They will be expected to work with media people in a mutually reinforcing relationship, sharing ideas, making concessions and changes, with the ultimate goal of disseminating information to rural audiences that motivates them to make changes in their behavior.

Provision is made in the project design for a specialist in mass communications research and evaluation. There are people in Pakistan, mainly in private organizations, who are qualified to fill this post, but there are few, if any, people currently working in government positions who possess the necessary qualifications for this job.

Finding media specialists, writers and editors and audio-visual specialists to work for the Center may be an easier task. The Pakistan Radio and Television Corporations have well trained people on their staffs, who may be willing to work in an experimental and challenging environment. The salary classifications currently proposed by the ESCC are quite generous and should prove sufficient inducement to attract some of these media people to the Center.

In addition to short-term training for the Director of the Center, there will be considerable long-term academic training in communications research and evaluation, communications economics, and the techniques of communication planning for subject matter specialists, mass media specialists, and one member of the mass media section of the national Planning Commission. (Specific plans for training are described in Part II of the Paper, under Project Description, Project Inputs. Suggested schedules for training are shown in Part IV B (Implementation Plan.)

(2) Relationships with Other Institutions

At the present time the proposed mechanisms and procedures for achieving the required coordination of functions are not clearly defined.

The proposed policy committee at the federal level will be useful in setting general policy guidelines, and outlines of campaign themes, but the day to day relationships between subject matter specialists and their counterparts in the development ministries require further definition and refinement. It is assumed that ministries such as agriculture, health, education and rural development will freely provide the information at their disposal as well as consulting time to staff members of the DSCC. Additional coordination between the ministries and the DSCC will be provided by the Ministry of Information and Broadcasting which is assigning a Joint Secretary to this function. Since there is presently no clear mechanism for insuring that this kind of cooperative endeavor will actually take place, the ProAg will contain a provision that the DSCC Director have acceptable written agreements with each of the development ministries. Each agreement will contain specific provisions stating that the ministry will offer reasonable information and consultation services to subject matter specialists and other officials of the DSCC on a continuing basis.

Another important coordinating function is the proposed relationship between the federal level Center and the field workers at the regional level. The provincial governments are represented on the policy committee by the four provincial Secretaries for Development, but this representation is at the policy and guidance level. The day to day working relationships between the Center and the provincial field workers will primarily be handled by the regional officers but specific arrangements to insure the coordination have yet to be worked out. It is unlikely that field workers in health, population planning and agriculture will take on any tasks for the DSCC

which are in addition to their assigned duties. Their loyalties and responsibilities are to their own ministries at the provincial level, and unless they perceive cooperation with the LSCC as a personal advantage, they are not likely to accept any additional workload.

To ensure the successful cooperative effort between the LSCC and the provincial field workers, an acceptable agreement between the DSCC and each provincial agency involved in the campaign effort will be required as a condition precedent. The agreement must contain information as to what is expected of field workers generally, and amendments to the agreement will be necessary to describe specific working relationships on a campaign-to-campaign basis. Furthermore, a reasonable system of motivation and rewards should be incorporated into the Center's mechanisms and procedures. It may not be feasible, given limited budget allocations to pay field workers for their participation in DSCC activities. Modest rewards need to be devised. Modest rewards such as portable cassette recorders or portable radios could be offered to participating field workers who have demonstrated creativity, resourcefulness, innovation and diligence in assisting the LSCC to complement its campaigns at the village level. A portion of the project's contingency allowance could be used to begin a modest incentive program.

At this time, specific working relationships between the LSCC and the Pakistan Broadcasting Corporation and Pakistan Television Corporation are not worked out in sufficient detail. It must be clearly understood from the beginning of the project, how the DSCC can ensure the recording and transmission services will be made available to them on a priority basis; how the DSCC will maintain quality control over the final recorded versions of the recorded programs; and how the regional stations will contribute to the work of the Center by assisting the DSCC in gathering useful feedback information from radio and T.V. audiences. Acceptable agreements, spelling out these procedures in detail will be required as a grant condition precedent.

(3) The Administrative Environment

It has been mentioned in other parts of this Project Paper that the Development Support Communication Center will be a semi-autonomous unit attached to the Pakistan Broadcasting Corporation. The Ministry of Information and Broadcasting will assume a coordinating function between the Center and the media and other ministries. The Ministry of Information and Broadcasting

is directly responsible for the supervision of radio and television broadcasting; the operation of the Pakistan National Centers; and other information activities of the Government. The Ministry draws on the expertise of the development ministries in planning and producing many of its radio and television programs as well as its printed materials.

The Pakistan Broadcasting Corporation has had some experience at exercising an integrating and coordinating function. Officials of the PBC have expressed strong interest in housing the Center, since the activities planned by the Center will complement the broadcasting activities of the PBC.

The Development Support Communication Center will concentrate on motivating rural audiences to adopt more beneficial practices in health, nutrition, agriculture, and family planning through a combination of broadcast and print media, supported by inter-personal communication and information activities of the field workers and extension agents of the cooperating development ministries.

Although the functions of the PBC and the Development Support Communication Center are complementary, care will be taken throughout the duration of the project to ensure that the functions remain separated and that publicity functions outside of development are not assigned to the DSCC.

c. Conclusions

1. The Development Support Communication Center will be capable of carrying out its assigned role provided that the suggested technical assistance and training are incorporated into the project implementation; that necessary arrangements are made with participating institutions such as ministries, media organizations, and above all provincial governments; and that care is taken to maintain clear distinctions between the functions of the Development Support Communication Center and other publicity wings of the Government.

2. AID

AID will assign a Mission officer to monitor the performance of the Development Support Communication Center. A detailed discussion of the procedures to be followed in monitoring, reviewing and evaluating the DSCC is given in Annex F. (Detailed Evaluation Plan)

B. Implementation Plan

For a detailed presentation of the project implementation plan see Annex E. Necessary pre-implementation actions are tentatively scheduled as follows

PP submitted to AID/W	July 1977
Project Authorized	August 1977
Agreement signed	September 1977
Conditions Precedent Met	January 1978

C. Evaluation Arrangements for the Project

The Evaluation Plan has been developed for evaluating the entire project in terms of its efficiency and effectiveness in meeting its objectives. There are two major components to the plan -- a review to be conducted every year by a Project Review Team from the DSCC and USAID with outside consultant assistance or AID/W TDY assistance as mutually agreed, and an in-depth study to be conducted on one campaign early in the third year by an outside research team. The first evaluation will take place at the end of project year one. The purpose of the evaluation is two-fold. It will provide a means for AID and the Government of Pakistan to ascertain that their investments are being put to efficient use, and it will provide diagnostic information for the Development Support Communication Center to use in identifying and correcting weak spots in its operations. This project evaluation will be a separate activity from the internal research and evaluation activities that are conducted during the preparation and execution of the campaigns, although it will make use of some of the information collected during those efforts to prepare the project evaluation. A detailed description of the evaluation plan is included in Annex F, Detailed Evaluation Plan.

D. Conditions Precedent, Covenants, and Negotiation Status

In addition to the standard conditions precedent and covenants, it is anticipated that special conditions and covenants will include the following

Initial Conditions Precedent to Disbursement

1. Evidence that all necessary administrative and legal action has been taken to create the Development Support Communication Center as a semi-autonomous unit attached to the Pakistan Broadcasting Corporation.

2. Evidence that the Director of the DSCC has been appointed.
3. Evidence that an advisor in Development Communications has been contracted.
4. Evidence that a Project Review Committee, Policy Committee, and Executive Committee acceptable to AID have been organized and members appointed.
5. A projection of funds available to finance the annual operating budgets of the Development Support Communication Center and its provincial units plus written assurance from the Grantee that these funds will be made available to assure timely implementation of the project.

Conditions Precedent to Disbursement Other Than for Advisor in Development Communications and Training Cost for Director

1. A project implementation plan for the life of the project which establishes an approximate timetable and effective procedures for major project activities.
2. A statement for the Development Support Communication Center's policy approved by the members of the DSCC's policy committee, evidencing a commitment to support the development ministries' programs.
3. Agreements or letters of understanding acceptable to AID will be negotiated specifying procedures and working relationships for project implementation.
 - (a) between the DSCC and each development ministry
 - (b) between the DSCC and each provincial agency needed to provide field support for campaigns.
 - (c) between the DSCC and the Pakistan Television Corporation
 - (d) between the DSCC and the Pakistan Broadcasting Corporation.

Covenants

1. The Center shall establish a joint Government of Pakistan and AID Project Review Committee composed of representatives of the Government of Pakistan and AID to evaluate project progress and problems. Such committee shall meet at no less than yearly intervals beginning not less than one year after the date of signing of this Agreement, and continuing for a period of not less than two years, thereafter. Additional meetings shall be scheduled as mutually agreed.
2. The policy of the DSCC as approved by the members of the DSCC's Policy Committee will be strictly adhered to.
3. The Government of Pakistan will use its best efforts to ensure that (i) special emphasis is placed on preparing development messages aimed at rural women in such areas as health, nutrition education and family planning, and (ii) qualified female staff members are recruited by DSCC and assigned in responsible position.

Negotiating Status

Officials of the Government of Pakistan's Planning Division, Pakistan Broadcasting Corporation and the Ministry of Information and Broadcasting have actively participated in the development of this project and concur in the need for the above special conditions and covenants. USAID therefore foresees no significant problem in negotiating a project agreement which includes these items, although the final text of the conditions precedent and covenants cannot be determined until the grant is firmly negotiated after project authorization.

ZNR 0000 ZZH
R 10059Z JAN 76
FM SECSTATE WASHDC
TC AMEMBASSY ISLAMABAD 6760
BT
UNCLASS STATE 000097

AIDAC

E.O. 11652: N/A

TAGS:

SUBJECT: DEVELOPMENT COMMUNICATIONS CENTER-
PROPOSED FY 77 LCAN (DCLS 4.0 MILLION)

1. PRP FOR SUBJECT LCAN PROPOSAL APPROVED BY ASIA PROJECT ADVISORY COMMITTEE (APAC) ON DECEMBER 3. IN ADDITION TO ISSUES IDENTIFIED IN PRP, POINTS OUTLINED BELOW WERE RAISED WHICH SHOULD BE ADDRESSED AND/OR RESOLVED DURING PROJECT DEVELOPMENT PHASE AND GIVEN APPROPRIATE TREATMENT IN PROJECT PAPER, WHICH IS DUE TO BE SUBMITTED DECEMBER 76.
2. ALTHOUGH IT MAY EXIST, PRP DOES NOT ADEQUATELY INDICATE COMMITMENT ON PART OF GOP TO PROJECT. FINDINGS ON THIS ISSUE OF BURKE/ROGERS TEAM AND OF SUBSEQUENT TEAMS SHOULD BE CITED, AS WELL AS DISCUSSIONS WITH EAD, MINED AND OTHER APPROPRIATE GOP AGENCIES, BOTH FEDERAL AND PROVINCIAL.
3. QUESTION OF HUMAN RIGHTS NEEDS TO BE ADDRESSED. HOW CAN AID INSURE PROJECT WILL BE USED BY GOP SPECIFICALLY FOR DEVELOPMENT PURPOSES AND NOT FOR PROPAGANDA? WHERE PROJECT WILL BE LOCATED WITHIN GOP BUREAUCRACY AND EXTENT OF DECENTRALIZATION BUILT INTO PROJECT WOULD BOTH BE FACTORS IN THIS DETERMINATION.

4. APART FROM PREVIOUS ISSUE, DECENTRALIZATION WITH RELATIVE AUTONOMY AT PROVINCIAL LEVEL WOULD ALSO BE EVIDENCE OF GREATER PROBABILITY OF PROJECT OBJECTIVE BEING ACHIEVED.
5. AN APPRAISAL SHOULD BE MADE OF HOW THE CHOICE FOR THE LOCATION OF THE PROJECT MIGHT LEAD TO RIVALRIES AMONG MINISTRIES AND HOW THIS MIGHT AFFECT THE PROJECT.
6. DURING PROJECT DEVELOPMENT PROCESS, A CONSCIOUS ATTEMPT SHOULD BE MADE AND DISCUSSED IN PP TO INCORPORATE INVOLVEMENT OF WOMEN BOTH AS BENEFICIARIES AND PARTICIPANTS. AN EXAMPLE OF THE LATTER WOULD BE WOMEN BROADCASTERS.
7. THE STATEMENT OF PROJECT PURPOSE SHOULD BE CHANGED TO READ QUOTE USE OF MASS MEDIA IN SUPPORT OF PROGRAMS OF DEVELOPMENT MINISTRIES IMPROVED AND EXPANDED IN RURAL AREAS END QUOTE.
8. PROJECT FUNDING MUST REMAIN AT THE DOLS 2 MILLION LEVEL PROPOSED IN PID AND REPORTED TO CMB.
9. THE PP SHOULD CONTAIN AN EVALUATION PLAN WHICH INCLUDES (A) CRITERIA TO BE USED, (B) WHO WILL PARTICIPATE, (C) WHEN TO BE CONDUCTED, (D) TARGET DATE FOR PAR SUBMISSION, AS WELL AS (E) IDENTIFICATION OF AID/W AND/CR (OUTSIDE ASSISTANCE TO BE REQUIRED, INCLUDING ESTIMATES OF MANPOWER AND RELATED COSTS. ROBINSON
BT
RS 897

**ACTION: SECSTATE WASHDC
UNCLASSIFIED ISLAMABAD 4848
AIDAC**

E.C. 11652: N/A

**SUBJECT: DEVELOPMENT COMMUNICATION CENTER
REF: A) ISLAMABAD 4231, B) STATE 11018, C) FARRAR-
WHEELER LETTER APRIL 23.**

**SUMMARY: THERE HAS BEEN FURTHER PROGRESS WITHIN GOP
RANGES ON DEVELOPMENT COMMUNICATION CENTER PROJECT.
GOVERNMENT AND USAID LOCKING FORWARD TO VISIT OF TWO-
PERSON U.S. TEAM FOR THREE WEEKS IN JUNE AND WORKSCOPES
FOLLOW. END SUMMARY.**

**1. IMPORTANT GOVERNMENT MEETING HELD EARLY MAY TO
FOCUS EXCLUSIVELY ON DCC PROJECT. MEETING ATTENDED BY
HEADS OF RADIO, TELEVISION AND OTHER MEDIA CHANNELS AS
WELL AS SENIOR OFFICIALS OF INFORMATION MINISTRY AND
PLANNING COMMISSION, AND CHAIRED BY CHAIRMAN OF RADIO
AND TELEVISION CORPORATIONS.**

2. DECISIONS TAKEN AT MEETING INCLUDED FOLLOWING:

**(a) THE DCC PROJECT IS HIGHLY DESIRABLE AND GOVERNMENT
VERY MUCH LOOKS FORWARD TO THE RETURN VISITS BY US
EXPERTS TO HELP IN PROJECT DEVELOPMENT.**

**(b) THE DIRECTOR OF THE DCC MUST BE AT THE ADDITIONAL
SECRETARY LEVEL (GRADE 21) RATHER THAN LEVEL OF JOINT
SECRETARY (GRADE 20). THIS WILL PLACE HIM AT SAME LEVEL
AS DIRECTOR GENERAL OF PAKISTAN BROADCASTING CORPORATION
AND MANAGING DIRECTOR OF PAKISTAN TELEVISION.**

**(c) THE DCC WOULD PROPOSE CAMPAIGNS AND GET POLICY
DECISIONS ONLY FROM A POLICY COMMITTEE COMPRISED OF
SENIOR CIVIL SERVANTS, MAINLY SECRETARIES OF GOVERNMENT,
AND WOULD HAVE NO FORMAL LINKAGE WITH A HIGHER TIER
COMPRISED OF MINISTERS. THE CIVIL SERVANT POLICY
COMMITTEE COULD BE EXPECTED TO INFORMALLY CONSULT AT
THE MINISTERIAL LEVEL BUT A COMMITTEE OF MINISTERS
WOULD HAVE NO DIRECT LINKS TO THE DCC.**

ANNEX B

Page 2 of 3

(d) THE DCC WILL BE ESTABLISHED CENTRALLY TO START WITH AND REGIONAL CENTERS WILL BE ESTABLISHED LATER DURING THE LIFE OF THREE-YEAR PROJECT.

(e) THE INFORMATION MINISTRY WAS INSTRUCTED TO BEGIN WORK IMMEDIATELY ON PC-1 AND DIRECTOR GENERAL OF RADIO EXPRESSED VIEW TO USAID REP THAT DRAFT PC-1 WILL LIKELY BE COMPLETED BEFORE US TEAM ARRIVES.

3. USAID CONCLUDES FROM REF C THAT HANDLEMAN WILL NOT BE AVAILABLE FOR THREE WEEKS IN JUNE TO JOIN BURKE IN PAKISTAN FOR WORK ON PROJECT PAPER. GIVEN SIZE OF WORKSCOPE USAID PROPOSING FOR JUNE VISIT AND BENEFITS OF BEING ABLE TO THRESH CUT IDEAS WITH KNOWLEDGEABLE COLLEAGUE, WE BELIEVE IT IMPORTANT THAT SOMEONE ELSE BE LINED UP TO ACCOMPANY BURKE IF HANDLEMAN NOT AVAILABLE. WILL RELY ON YOUR JUDGMENT AND ABILITIES IN MAKING ARRANGEMENTS WITH BEST QUALIFIED PERSON AVAILABLE.

4. USAID PROPOSES PERIOD OF ROUGHLY JUNE 5 THROUGH JUNE 26 FOR TEAM VISIT. PROPOSE THAT DEVELOPMENT OF PROJECT PAPER BE CONDUCTED IN TWO PHASES, WITH PHASE ONE TO TAKE PLACE DURING JUNE VISIT AND PHASE TWO TO BEGIN IN LATE JULY. PROPOSE THAT PHASE ONE WORK, WHICH WILL CONSTITUTE WORKSCOPE FOR TEAM, INCLUDE PREPARATION OF PROJECT BACKGROUND AND DETAILED DESCRIPTION (ALL OF PART II OF PROJECT PAPER); PREPARATION OF TECHNICAL ANALYSIS (PART 3-A OF PROJECT PAPER); AND OUTLINE OF ADMINISTRATIVE ARRANGEMENTS, IMPLEMENTATION PLAN AND EVALUATION PLAN (PART IV-A-B-C OF PP).

5. WE RECOGNIZE THAT ABOVE WORKSCOPE WILL INVOLVE SUBSTANTIAL AMOUNT OF WORK BUT BELIEVE THAT BURKE-ROCCHI-FORTE REPORT ALREADY CONTAINS MOST OF WHAT WILL BE NEEDED FOR PREPARATION OF BACKGROUND AND DETAILED DESCRIPTION SECTION AND SEE THIS PORTION OF WORKSCOPE MAINLY AS TASK OF CONDENSING AND FINE-TUNING MATERIAL CONTAINED IN THE REPORT.

6. FUNDS NOT AVAILABLE UNDER MISSION EDUCATION AND HUMAN RESOURCES DEVELOPMENT PDS ALLOTMENT TO COVER SERVICES BURKE AND HANDLEMAN REQUESTED PARA 3 ABOVE. SUGGEST AID/W TRANSFER \$7,000 TO EDUCATION AND HUMAN RESOURCES DEVELOPMENT PDS FROM \$34,870 ALLOTTED FOR PAKISTAN RURAL DEVELOPMENT PROGRAM PDS UNDER APPROPRIATION 72-11X1026 (SELECTED DEVELOPMENT PROBLEMS). ISSUE PIO/T NCS. 391-400-3-60418 FOR BURKE AND PIO/T 391-400-3-60419 FOR OTHER TEAM MEMBER. ADVISE IF ABOVE PROCEDURE IS ACCEPTABLE. CHARGE RUPEE ACCOUNT 72-FT-800 FOR INTERNATIONAL TRANSPORTATION, LOCAL TRAVEL AND PER DIEM WITHIN PAKISTAN. ANNOTATE GTR PAYABLE IN "PAKISTAN RUPEES". ISSUE GTR TO PANAM OR TWA ONLY. ASSUME TRAVELERS WILL BE PROVIDED EXCURSION TICKETS. UNNECESSARY ISSUE TRAVEL ADVANCE. RUPEES WILL BE MADE AVAILABLE ON ARRIVAL.

7. ADVISE CONCURRENCE AND ETA OF TEAM.

AMSTUTZ

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

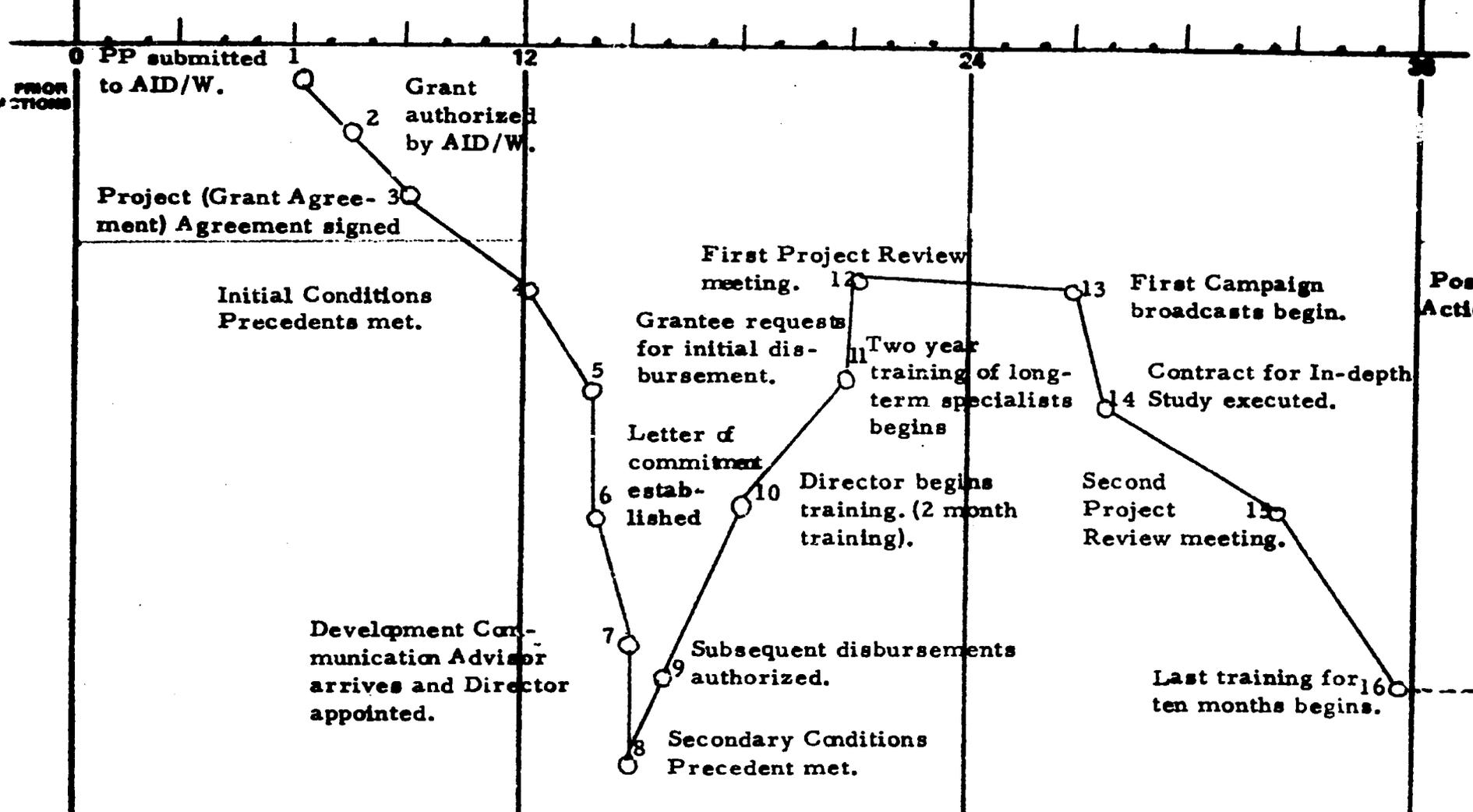
LtMo of Project
From FY 77 to FY 80
Total U. S. Funding
Date Prepared:

Project Title & Number: DEVELOPMENT SUPPORT COMMUNICATION CENTER (DSCC)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program or Sector Goal: The broader objective to which this project contributes: Agriculture, health and family planning behavior and practices among Pakistan's rural populace modernized.</p> <p>Sub-Goal: System internalized at Federal and Regional level to disseminate to rural audiences important and actionable information about agriculture, health, family planning and other development subjects.</p>	<p>Measures of Goal Achievement:</p> <ol style="list-style-type: none"> Increases in agricultural production decrease in general mortality and fertility. Presence in five Year Plans. Adequate annual budget provided for on-going effort. 	<p>Agricultural, Health and Census data and reports.</p> <p>Five Year Plans and Annual Development Plans.</p>	<p>Assumptions for achieving goal targets:</p> <ol style="list-style-type: none"> Campaign messages affect behavior in desired manner. Necessary inputs available to enable behavioral change. Continuing GOP priority given to improving lives of rural populace.
<p>Project Purpose:</p> <p>Establish the effective, integrated and coordinated use of mass media in support of development ministries' programs.</p> <p><i>the establishment of Center</i></p>	<p>Conditions that will indicate purpose has been achieved: End of project status.</p> <ol style="list-style-type: none"> A minimum of six media campaigns planned and carried out within three years. Campaigns feature target audience feedback and field participation of affected ministries. Rural populace reached and affected by messages supporting health, agriculture and family planning programs. 	<ol style="list-style-type: none"> Schedules of participating media agencies. Reports from village facilitators. Letters from listeners. Sample surveys. 	<p>Assumptions for achieving purpose:</p> <ol style="list-style-type: none"> DSCC will maintain orientation toward social and economic objectives. Participating media organizations and ministries' will cooperate fully in carrying out project and have necessary resources.
<p>Outputs:</p> <ol style="list-style-type: none"> Federal Development Support Communications Center established equipped & staffed. Provincial centers established, equipped and staffed. Village level facilitators trained and in place. Procedures established for mounting campaigns. Training of DSCC participating ministry and media staff completed and participants in place. 	<p>Magnitude of Outputs:</p> <ol style="list-style-type: none"> DSCC with equipment and personnel as indicated in Annex G. Eight regional centers by end of project year three with equipment and personnel per Annex G. Village level facilitators trained in target areas. Campaign manual prepared. a) Seven DSCC staff trained for up to 24 months. b) One Planning Commission Officer trained for up to 24 months. c) DSCC Director trained for 2 months. 	<ol style="list-style-type: none"> Staffing patterns and personnel and training records of DSCC, MIB, and participating agencies. 	<p>Assumptions for achieving outputs:</p> <ol style="list-style-type: none"> Adequate facilities available for rent. Sufficient numbers of professionals and para professionals can be trained in a timely manner.
<p>Inputs:</p> <p><u>U.S. Financed</u></p> <ol style="list-style-type: none"> U.S. technical assistance. Training Commodities Evaluation <p><u>GOP Contribution</u></p> <ol style="list-style-type: none"> Operational Cona. 	<p>Implementation Target (Type and Quantity) (See Implementation Plans and Financial breakdown).</p> <ol style="list-style-type: none"> (a) 24 mm long term TA = \$ 160,000 (b) 30 mm short term TA = \$ 169,000 (a) 136 mm academic training = \$ 88,000 (b) 4 mm short term = \$ 9,000 (c) Transportation @ students = \$ 18,000 See Financial Plan = \$ 159,000 (a) In depth evaluation = \$ 7,000 (b) 2 mm for two yearly reviews. = \$ 14,000 <p>1. Operat = \$ 920,000</p>	<ol style="list-style-type: none"> Consultant contract and reports DSCC training records and reports. Shipping documents, commodity orders and project manager reports. 	<p>Assumptions for providing inputs:</p> <ol style="list-style-type: none"> Suitable sources for advisory services can be identified. Inflation does not increase over projected levels. Suitable training courses available.

COUNTRY Pakistan	PROJECT NO.	PROJECT TITLE Development Support Communication Center	DATE 6/25/77	<input type="checkbox"/> ORIGINAL <input type="checkbox"/> REVISION # _____	APPROVED
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OR FY. 1977 1978 1979
CY MONTH



ANALYSIS SCHEDULE:				
PROGRESS VS FINANCIAL	✓	✓		
EVALUATION SCHEDULE			✓	

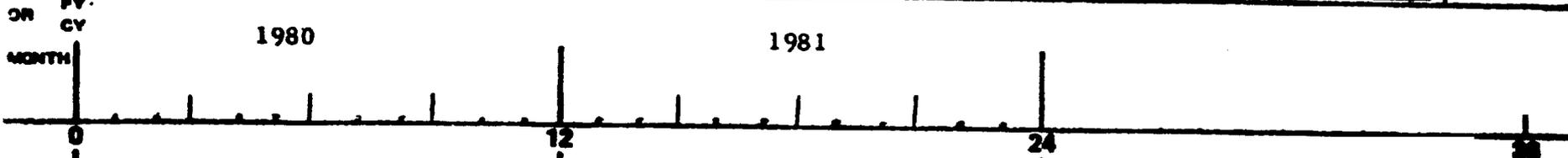
CRITICAL PERFORMANCE INDICATOR (CPI) NETWORK

COUNTRY	PROJECT NO.	PROJECT TITLE	DATE	ORIGINAL	APPROVED
Pakistan		Development Support Communication Center	6/25/77	<input type="checkbox"/>	
OBJECT PURPOSE (FROM PRP FACILITY)				REVISION #	

DESCRIPTION

- | | | | | | |
|-----|---------|---|-----|----------|--|
| 1. | 7/31/77 | PP submitted to AID/Washington. | 11. | 9/30/78 | Two year training of Long-Term specialists begins. |
| 2. | 8/31/77 | Grant authorized by AID/W. | 12. | 9/30/78 | First Project Review meeting. |
| 3. | 9/30/77 | Project Agreement (Grant Agreement) signed. | 13. | 3/31/79 | First campaign broadcast begin. |
| 4. | 1/28/78 | Initial Conditions Precedent met. | 14. | 5/31/79 | Contract for Indepth Study executed. |
| 5. | 2/01/78 | Grantee requests for initial disbursement. | 15. | 9/30/79 | Second Project Review meeting. |
| 6. | 2/28/78 | Letter of Commitment established. | 16. | 12/31/79 | Last training for ten months begins. |
| 7. | 3/31/78 | Development Communication Advisor arrives and Director appointed. | 17. | 9/30/80 | All training programs complete. |
| 8. | 3/31/78 | Secondary Conditions Precedent met. | 18. | 9/30/80 | Final Project Review meeting. |
| 9. | 4/30/78 | Subsequent disbursements authorized. | 19. | 1/28/81 | All disbursements complete. |
| 10. | 6/30/78 | Director begins training. (2 month training) | | | |

COUNTRY Pakistan	PROJECT NO.	PROJECT TITLE Development Support Communication Center	DATE 6/25/77	<input type="checkbox"/> ORIGINAL <input type="checkbox"/> REVISION #	APPROVED
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PRIOR ACTIONS	All training programs complete.		POST ACTIONS
	Final project review meeting.	All disbursements complete.	

ANALYSIS SCHEDULE: PROGRESS VS FINANCIAL	✓
EVALUATION SCHEDULE	✓

ANNEX E

Implementation Schedule for Development Support Communication Center

Chart - 1
Page - 2

Month	10	11	12	13	14	15	16	17
Staffing								Hire other four regional officers
Training		Begin orientation/training of village level facilitators		Begin 18 months overseas training for one subject matter specialist Begin 24 months overseas training for one media specialist and communication, economics specialist.				
Facilities								
Campaign Planning & Design	Development Program Specifications.	Begin work on second wave of campaign using same procedure as for first wave.				Review work on third wave of campaigns.		
Campaign Production & Execution.		Begin drafting scripts. Request media time. Negotiate field support agreements.	Use pretest results to guide revision and new scripts	Begin production of media programs and printed materials	Begin pre-publicity and advance field work	Begin first campaign broadcasts		
Internal Research	Collect baseline data for first campaign		Pretest draft programs for first campaign			Begin research for second campaign	Conduct audience research for first campaign	
Outside Evaluation			Conduct project Review					

Implementation Schedule for Development Support Communication Center

Month	18	19	20	21	22	23	24	25	26
Staffing									
Training		Second eight week training course for DSCC Director							
Facilities									
Campaign Planning & Design		Begin work on fourth wave of campaigns				Begin work on fifth wave of campaigns			
Campaign Production & Execution		Finish first campaign				Finish second wave of campaigns			
Internal Research	Begin research for third campaign	Conduct research on effects of first campaign				Begin research for fourth campaign Measure effects of second campaign			
Outside Evaluation		Select campaign to be object of in-depth study.		Select and contract with outside research organization for in-depth study			Conduct project review	Conduct baseline measures for in-depth study	

ANNEX E

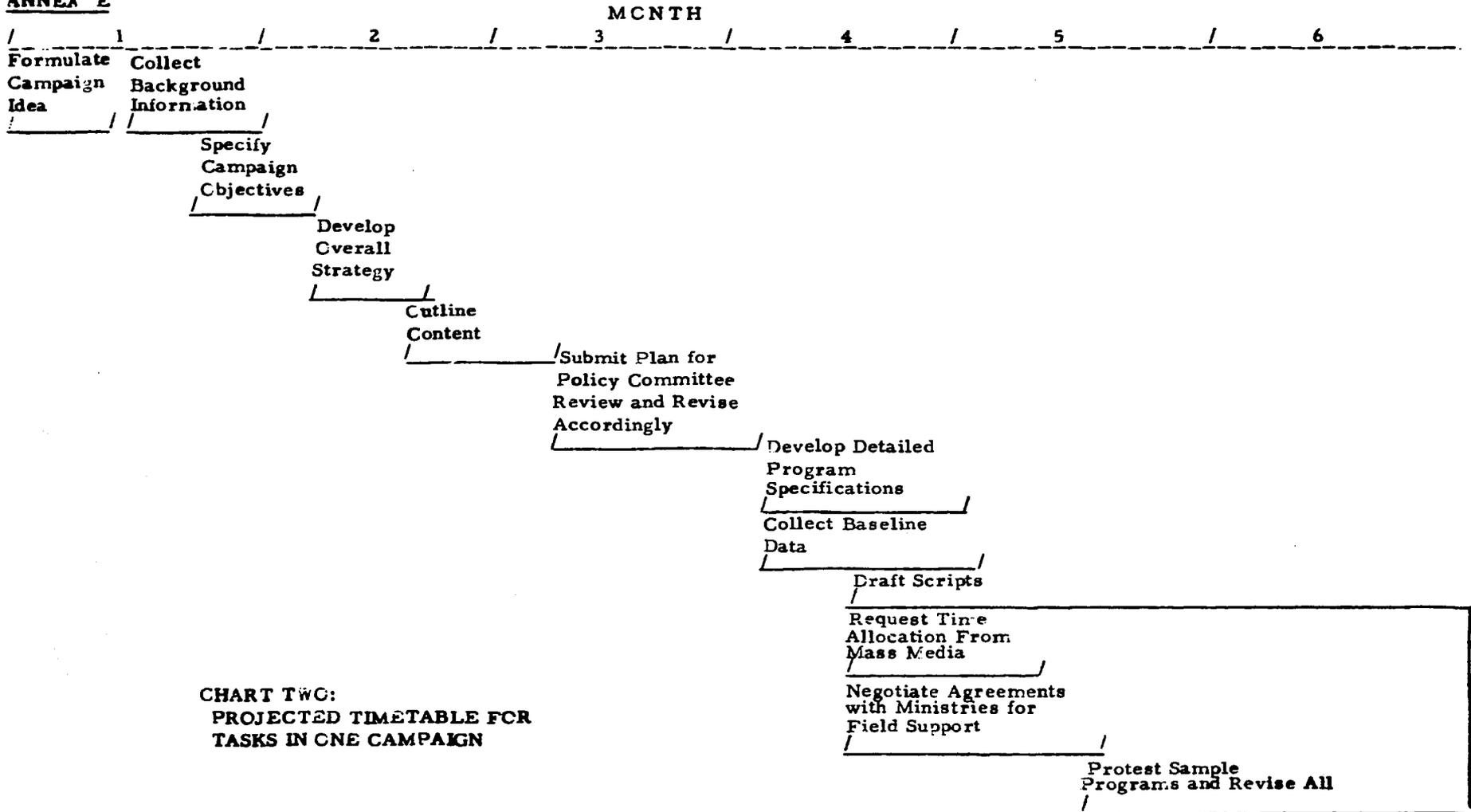
Implementation Schedule for Development Support Communication Center

CHART - I

Page - 4

Month	27	28	29	30	31	32	33	34	35	36
Staffing										
Training	Begin 10 months over-seas training for one subject matter specialist and one media specialist									
Facilities										
Campaign Planning & Design	Begin work on sixth wave of campaigns				Begin work on seventh wave of campaigns					
Campaign Production and Execution	Finish third wave of campaigns				Finish fourth wave of campaigns				Finish fifth wave of campaigns	
Internal Research	Begin research for fifth campaign Measure effects of third campaign				Begin research for sixth campaign measure effects of fourth campaign				Begin research for seventh campaign Measure effects of fifth campaign	
Outside Evaluation					Conduct post-campaign measures for in-depth study			File final report for in-depth study		Conduct project review

ANNEX E



**CHART TWO:
PROJECTED TIMETABLE FOR
TASKS IN ONE CAMPAIGN**

ANNEX E

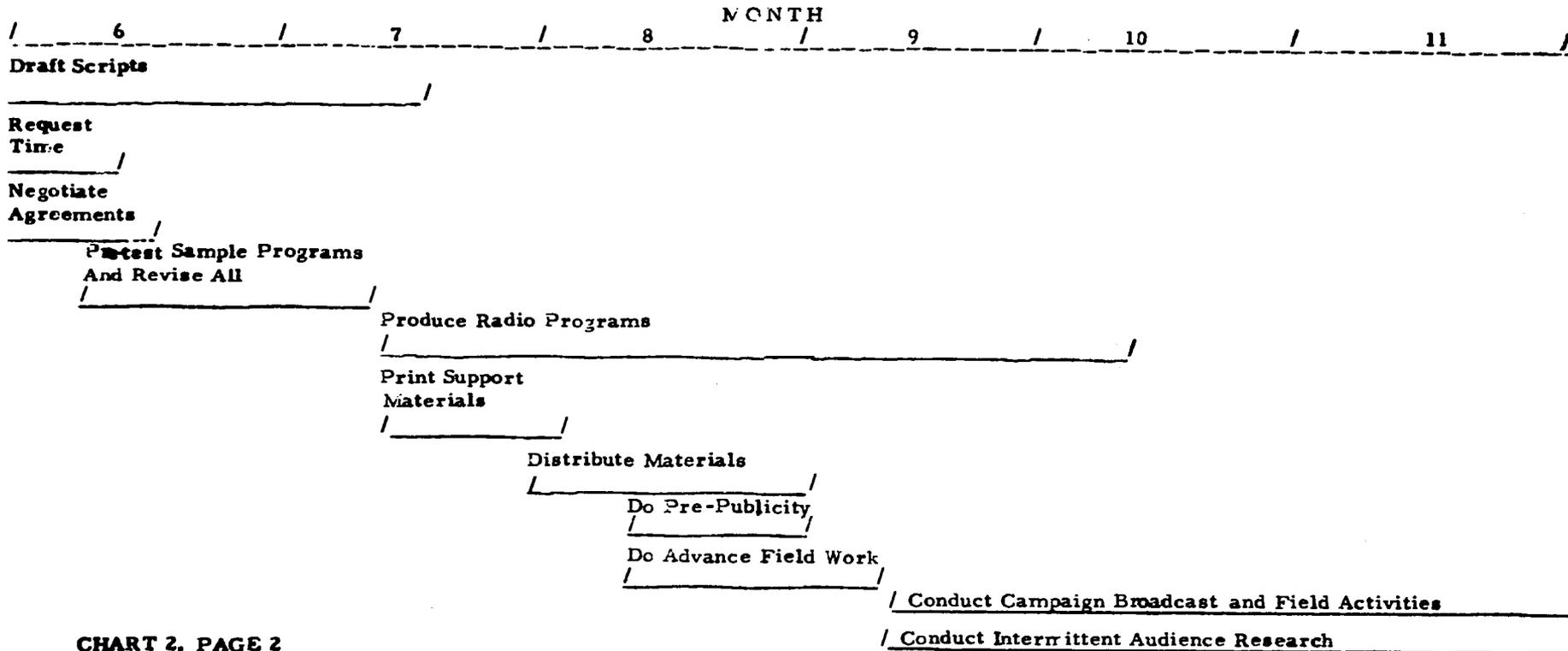
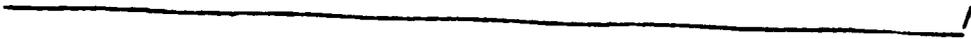


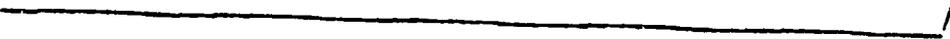
CHART 2, PAGE 2



Conduct Campaign Broadcasts
and Field Activities



Conduct Intermittent Audience Research



Conduct Research on
Effects of Campaign

Prepare
Final
Report

CHART 2, Page 3

DETAILED EVALUATION PLAN

This Annex presents a detailed description of the project evaluation plan. The evaluation will provide information on the efficiency and effectiveness of the project in meeting its objectives, and will help the DECC identify and correct weak spots in its performance. There are two major components to the plan - a yearly project review and a commissioned, in-depth study of one campaign during the third year of the project.

1. Project Review

The project review that is performed every year will analyze four main topic areas (a) Administrative Analysis; (b) Operational Analysis; (c) Analysis of Success in Avoiding Anticipated Problems; and (d) Analysis of Success in Accomplishing the Higher Goals of the Project.

At the end of the first year, the Project Review will be limited to the Administrative/Managerial Analysis, because the project will not yet have gone operational.

(a) Administrative Analysis

Administrative monitoring will be done by the USAID Project Manager on an on-going basis. This will consist primarily of checking the actual events of project development against the implementation schedule set out for the project in Section 4(E) of this report. The Project Review Team will conduct a general review of the overall project management during its visit. The review will incorporate the Project Manager's work and will be in addition to a more subjective and synthetic analysis of the general project management. It will be useful both for AII's purposes in keeping track of the project and for the project itself in helping keep tabs on its internal efficiency.

- * Was the staffing completed according to schedule?
- * Were the physical facilities acquired and occupied on schedule?
- * Were campaign preparatory activities begun with sufficient lead time?

- * were printed materials and master scripts delivered to the appropriate people on time?
- * were campaign broadcasts and field activities carried out on schedule?
- * were research activities carried out and reported on in time to be used for the revision of current and subsequent campaigns?
- * Does the overall management of the Center give the impression of being efficient and well administered?
- * What specific procedural improvements can be identified for adoption in the future? Does the supervision of the regional offices and the field work activities seem to be adequate? Is the time of the various specialists within the central project office being efficiently used? Might it be more efficient to use short-term specialists on loan from relevant ministries to take care of some campaign design tasks?
- * Are outside contracts for research services being used to good effect? Are the recommendations of the reports from internal and external sources being implemented?
- * Are the tasks expected of the regional officers too great or too diverse for one or two people to accomplish?
- * Have the efforts to generate and maintain cooperative arrangements with the federal and provincial ministries been successful? What kinds of procedures or institutional linkages can be implemented that will ensure the continued success of the relationships?
- * Have the programs for eliciting feedback from the rural audience been successful? Does the feedback seem to come from a wide cross-section of the audience? Has the project been responsive to the feedback it has received? What feedback-eliciting techniques should be expanded or dropped?
- * was the staff training accomplished on schedule? Does the training appear to have been appropriate? Can specific training needs be identified now?

- * **Have consultants been used as intended? Was the recruitment and scheduling done with enough foresight that the visits came at appropriate times? Do the visits appear to have yielded tangible results?**

The procedures that will be used include informal interviews with project personnel and federal and provincial ministry personnel, checks of the files and schedules of the DSCC, debriefing of consultants, and subjective assessment of the progress of the DSCC toward its goals.

(b) Operational Analysis

The processes that are employed in the development and execution of development communication campaigns are critical to the ultimate achievement of the behavior change goals of the Center. As was noted in the project description and technical analysis section, it is not enough merely to prepare and transmit messages of high professional quality; the materials, messages, and coordinated field work activities must be designed as an integrated campaign and must be based on a firm foundation of empirical evidence. Even where the need for a campaign arises quite suddenly - for example, a flood strikes during the monsoon and the Government decides to utilize the DSCC to develop special messages related to rabi planting in the flood-hit areas -- the temptation to abandon an empirical orientation to campaign preparations must be avoided.

This section of the review will monitor the extent to which the project has been successful in following a thorough and rational approach to the development of effective campaigns. The steps that should be followed are contained in the chart of the implementation plan as presented in the Implementation Arrangements section of this document. Here they will be presented in consolidated form as a checklist of the activities that the Review Committee will use to evaluate the process followed by the DSCC in the preparation and execution of campaigns. The steps are as follows:

1. **Develop a campaign idea on the basis of inputs from the DSCC, the Federal and Provincial Ministries, and on the result of feedback or needs assessment research.**

2. **Collect data or gather from other sources the necessary empirical information for guiding campaign design decisions. This information gathering will include inventories of current and planned activities of other groups in the campaign area, interviews with informed persons in the ministries, assembly of research reports from libraries, research institutes, and documentation centers, and if necessary, original research conducted by the DSCC staff.**
3. **Formulate measurable objectives for the behavior changes that are the desired output of the proposed campaign. These objectives provide a structure for organizing the content of the campaigns and for evaluating the success. They must specify an observable behavior or practice that can be quantified and measured.**
4. **Develop an overall, integrated campaign strategy. The elements that must be present in the integrated strategy include plans for the use of multiple channels of communication, the coordination of field worker activities and delivery of materials, the conduct of research for planning and for evaluation, and the identification of the informational and motivational components of the campaign.**
5. **Prepare an outline of the content to be presented in the informational components and the techniques to be used in the motivational components of the campaign.**
6. **Submit the overall strategy and content outline to the Policy Committee for approval.**
7. **If the campaign is approved, collect specific baseline to the measures that show the pre-campaign levels of the behavior and practices that the campaign is designed to change. These measures will be the basis for comparison of the post-campaign levels of the same behaviors.**
8. **Develop program specifications for the print, broadcast, and field support activities of the campaign.**
9. **Submit requests to the Pakistan Radio and Television Corporations for the necessary studio production facilities and broadcast time allocations.**

10. **Negotiate agreements with the relevant Provincial Ministries about the nature, extent, and timing of the campaign support work that will be done by their extension workers and field agents in support of the campaign activities.**
11. **Develop draft scripts for the print and broadcast material.**
12. **Prepare rough prototypes of the materials and test them on representative members of the target audiences.**
13. **Use the information gained in the pretests to revise the draft scripts for the print and broadcast materials. This will entail gathering and applying information on language difficulty, format of material, level of complexity, and other characteristics of the materials (in step 12) and applying it to each of the draft scripts to make sure all the identifiable problems are eliminated from all the materials.**
14. **Commission the production of the broadcast material by the regional radio and television stations, and monitor their activity to ensure that the resulting programs accurately reflect the behavioral change intentions of the Center. The monitoring should include both the presence of members of the campaign design team or the regional officer during the production of some of the programs to give the producers guidance on what their intent was, and review of some of the produced programs before they are aired to satisfy the team that they are appropriate.**
15. **Commission the printing of the required printed materials.**
16. **Commence the pre-publicity and the advance field work for the campaign.**
17. **Monitor the distribution of printed support materials to the field worker network and the distribution of required commodities to the appropriate distribution points.**
18. **Commence the coordinated campaign effort of broadcasts and field activities.**
19. **During the campaign, collect information on the size and composition of the audience, the understanding of the messages, recall of slogans, the attitudes of the audience**

toward the messages, their reasons for participation or non-participation, etc.

20. After the campaign, collect measures of the amount of behavioral change and attitude change produced by the campaign, and collect data on the possible reasons for success or failure of different elements of the campaign.
21. Write a summary report about the campaign, including the objectives and the success in meeting them, and making suggestions based on the experience of this campaign for the improvement of future campaigns.

Information reflecting on how diligently and successfully the DSCC has adhered to this process will be gathered by checking project documents and interviewing participants. All the campaigns conducted during the time period since the last Project Review will be examined and compared with this checklist.

(c) Analysis of Success in Avoiding Anticipated Problems

Because of the unprecedented and innovated nature of the Development Support Communication Center, several areas that have been identified as especially important or potentially troublesome should be monitored to ensure that they not become problems for the operation of the Center. These areas generally represent either matters in which there is little or no experience to guide current actions or topics in which AID has special interests or mandates. Some of the information for analysis of these problems will be obtained during the course of the normal administrative and operational monitoring, but the idiosyncratic nature of the topics implies that some additional attention will probably have to be paid to them. The following list of topics is not necessarily complete; if persistent problems arise in the operation of the Center, the areas of the problems should be added to the problem list for special analysis.

Data gathering for the sections of the report that will deal with these issues can be done in a manner similar to the way it is done for the administrative and operational analysis. The issues described below give fairly explicit descriptions of the kinds and sources of evidence that is relevant to the analysis of each topic.

Feedback

It is vital that the campaigns be responsive to feedback from the audience on how well the campaigns are meeting their needs and on how they might better do so. This section of the report will look for evidence that the feedback was solicited, that there was a response from the audience, and that the project activities were modified in accordance with what was learned from the feedback. Examples of evidence that feedback was solicited might be memos to field officers directing them to collect such information, records in the activity logs of the field officers that they performed the duty, transcripts of requests aired on the radio or television components of the campaigns, and announcements of contests or other promotional activities designed to elicit audience response. Evidence that inputs from the feedback system were actually received could take the form of letters from listeners' memos from field officers describing their findings, visits to villages by field or Center personnel, letters to the editors of newspapers, or information passed along by the field workers of provincial development ministries. Finally, the investigation should present examples of the ways in which feedback information was used to modify the on-going activities of the Center, or examples of new activities that were started as a result of feedback.

Regionalization of Content, Approach, and Activity:

A major problem for development in a nation such as Pakistan is that the needs and customs of the country vary widely from region to region. For this reason, the campaigns of the Development Support Communication Center should be adapted in content and approach to fit the special characteristics of each region. This section of the analysis will examine the campaigns for evidence that they were systematically adapted to the special conditions prevailing in each region. It will look at how the planning by the central unit has tried to maximize the regional appropriateness of campaigns, such as by providing for entirely separate campaign topics for different regions, by providing ample time, resources and encouragement to regional stations to engage in local adaptation of the campaigns, and by conducting research that will shed light on how campaign effectiveness varies according to linguistic and cultural characteristics. It will also look at exactly how the master scripts, field support activities, and integration of campaign components are different from region to region, to ensure that the modifications are consistent with local needs and are rationally based on empirical information.

Avoidance of Propaganda and "Public Relations"

The DSCC is being established to fulfill a need that is not met by the current communication activities of the development ministries. Much of the current activity is aimed at "educating public opinion" and reporting the present activities and future plans of the government. The DSCC will instead attempt to modify the practices of the rural population. Additionally, one of the major project assumptions is that the DSCC will only be involved directly with developmental programs. This section of the report will evaluate the actual content of the campaign messages to ensure that they maintain a strictly developmental orientation. It will use as criteria that there be sets of explicit behavioral objectives for each campaign, that the messages broadcast during the campaign be "actionable" rather than predominantly "informational", and that the messages exclude political and public relations content.

Integration of Campaign Elements

Another shortcoming of the current system that will be improved by the establishment of the Development Support Communication Center is the lack of integration of the different components of the developmental efforts. While the current activities might employ several media or interpersonal channels, each is used independently from the rest. The DSCC will use the various resources available to it in an integrated coordinated manner. The type of evidence that will be looked for in the investigation for this section of the report will include checking to see that campaigns had coherent, explicit overall strategies formulated after the specification of the campaign objectives, that campaigns used a full range of communication channels including interpersonal contacts by the extension networks of the relevant development ministries, and that the type, amount and timing of the support to be provided by the extension networks is spelled out in detail in agreements between the DSCC and the Provincial development ministries, and that these elements were, in practice, successfully coordinated in time.

Production of High Quality Materials

The staffing of the DSCC by very highly qualified professionals will enable the production of campaign materials that are of potentially very high quality. However, in order for this quality to be realized in practice, the final output of the regional producers must be of a standard commensurate with the quality of the master scripts and guidelines that they receive. To ascertain that high quality is maintained throughout the process, samples of the final DSCC programming will be compared with samples of the ordinary programming from the same regional stations.

Subjective, professional judgements of program quality will be made by qualified members of the Project Review Team. In addition, evidence will be sought of the extent of "quality control" monitoring carried out at the regional stations by regional DSCC officers or members of the Center's campaign teams.

Involvement of Women

It is a priority both of USAID and of the Government of Pakistan that special attention be given to the involvement of women as participants and as beneficiaries of development projects. This project will contribute toward that goal by trying to recruit qualified women for professional and other staff positions and by directing some of its campaign programming toward women. This section of the report will try to establish progress toward this goal by monitoring the employment of women at all levels in the DSCC staff and by examining the proportion and content of campaign activity that is directed specifically or primarily toward women.

Empirical Basis for Decision Making

One of the major features of the DSCC that differentiates it from previous uses of the media for development programming is that it will base its plans and actions on a solid base of information and research results. The research will often not be extensive or methodologically rigorous, but it will provide assurance that the campaigns sponsored by the DSCC are relevant, acceptable, actionable, and effective. In this section of the report, investigations will be conducted to find evidence that initial research on the needs, characteristics, and knowledge of the target audience has been conducted and the resulting data have been used in the design of campaign structure and content, that sample programs have been presented and the entire set of programs for a campaign revised on the basis of the findings, that measures have been taken to learn the characteristics of the actual audience and the effects of the campaigns and that this information has been used to guide the development of subsequent campaigns.

(d) Success in Accomplishing Higher Goals of the Project

All of the preceding analyses look at the means the Development Support Communication Center will employ in its attempt to produce the behavioral changes that are the higher goals of the project. As a matter of course in the conduct of campaigns, some measures will be made of the amount of resulting change. They will not be sophisticated or extensive, but more elaborate measures will be conducted in the separate in-depth summative evaluation of success described in Section 2 of Part 4(c).

Evaluation Arrangements for the Project. This portion of the Project Review will simply examine the evidence that is available from the on-going research of the DSCC and other relevant data and reports to estimate the success of the various campaigns at producing the desired changes. To the extent possible, this section should try to determine what specific characteristics of the individual campaigns have contributed to the success or failure to achieve the campaign goals.

This activity differs from the in-depth study described in the following section in a number of ways. It will rely on the relatively superficial data on campaign effect that is routinely available from DSCC research activities. It will look at all the campaigns conducted during the previous time period, rather than just one. It will only attempt to yield a general feeling for the success levels, rather than accurate assessments. And it will attempt to guide the formulation of the research questions to be addressed in the in-depth study.

2. In-Depth Outside Evaluation of One Campaign

The Project Review will focus primarily on the way the Center functions rather than on the changes in behavior it produces. This is partially because the functioning of the Center is a proper concern of the Review Team and must be shown to be adequate before one would expect the campaign to yield behavior changes. It is also partly because the accurate measurement of the kinds of behaviors these campaigns are trying to change is a time consuming and expensive process. However, the ultimate criterion of the value of the Development Support Communication Center is whether or not the behavioral changes are actually produced. A comprehensive and rigorous look must be taken at one campaign to determine with some confidence whether the efforts of the DSCC are successful.

For this purpose, a one-time special evaluation will be conducted during the third year of the project. It should be conducted by an outside agency, in order to ensure objectivity and because it will require an intensity of effort that could not be provided by the DSCC research staff without disrupting the performance of their other duties. The organization that is selected to perform the in-depth study should have experience in conducting field research in Pakistan and should have a strong reputation for independence and quality in its work. If at all possible, the research organization should be located in Pakistan, in order to maximize familiarity with the social and institutional environment and to minimize difficulty in implementing the relatively large amount of field work that will be necessary.

Late in the second year of the project, a campaign idea will be chosen that will be the subject of this special evaluation. The outside research group must be brought in as soon as the topic is chosen so that they can follow the entire progress of the campaign to make baseline measures of the attitudes and practices that the campaign is intended to change. The campaign should be major effort by the DSCC, and it should be one that will involve significant participation by the extension workers of the relevant ministry. It should also be one in which it is possible to make accurate measures of the amount of attitude and behavior change without extreme expense or delay. In other words, the campaign for this evaluation should not be randomly chosen, but should be one that will show what is possible when a dedicated group makes a serious and substantial effort.

The evaluation will focus on two major areas -- the actual success of the campaign in changing behavior and attitudes, and the elements of the campaign development process itself that seem to contribute most to the success. The exact organization of the evaluation will have to depend on the specifics of the campaign chosen, but it is possible to describe the general features the evaluation will have. The measurement of the success at accomplishing the intended changes will be done by making precampaign baseline measurements of the behaviors described in the campaign objectives, then repeating the process after the campaign is concluded. If it is appropriate to the campaign chosen for the evaluation, there should be a small control group that does not receive the campaign messages. Pre and post measures should also be taken on the control group, so that the amount and direction of change between the two points in time can be compared for groups that did and did not participate in the campaign.

A thorough and exact measurement of the behavioral and attitudinal changes caused by the campaign efforts is the primary purpose of the outside evaluation. If differential changes can be demonstrated between the campaign and control groups, the project will have strong evidence of its effectiveness. On the other hand, if a full scale research effort cannot show changes resulting from a campaign (chosen as one that is most likely to produce easily measurable changes), then the Government of Pakistan and the AID Mission should consider appropriate actions to increase the effectiveness of the continuing project.

The second research area to be addressed by the outside evaluators is the contribution to the total effect made by the different elements and processes in the campaign. It will look specifically at the role of the field worker support activities, the role of the internal research in program development and pretesting the contribution of the adaptation of the campaign materials done by the local radio stations, the role played in

the project by feedback, and other "process" issues in campaign implementation. This part of the effort will parallel to a certain degree the analysis conducted by the Project Review Team, but it will be a deeper study of the processes in a single project, which will permit a much closer inspection of the relationships between the different processes and their effects on campaign success.

The methodology for this section of the outside evaluation is primarily one of "case study" by observation. A successful execution of this portion of the research requires that a researcher be present for periods of time during the planning and development of the campaign. He needs not be observing the project full-time, but it is imperative that he watches the process and conduct interviews during the campaign planning and implementation, rather than try to reconstruct the events after the fact. In order to maximize effectiveness and minimize language and other difficulties, the researcher should almost certainly be a Pakistani.

A final report presenting the findings in both research areas and presenting recommendations should be submitted to AID and the DSCC. The recommendations should indicate how the process of campaign design and execution should be organized to maximize the benefits.

Annex GDetailed Commodity List for DSCC

Items	Est. Unit Cost(US \$)	Number of Units	Est. Total Cost (US \$)
Jeep Vehicles	7,070	10	70,700
Typewriters	505	28	14,141
Calculators	101	4	404
Duplicators	1,010	2	2,020
Photo Copier	2,020	1	2,020
Office Furniture	Misc.	-	16,464
<u>Library: Books, Mag. Periodicals, films</u>	Misc.	-	20,201
<u>Library Equip:</u>			
Shelves, display cases Card Index etc.	Misc.	-	5,050
Radios	50	10	500
TVs.	404	6	2,424
<u>Film & Tapes</u>			
Films (movie)	.02	300,000 ft.	6,000
Rolls (35 mm)	4	1,000	4,000
Audio Tapes	3	300	900
Camera-Kodak (still 35 mm)	500	1	500
Camera-Kodak(movie)	2,300	3 + misc.	2,300
Projectors & Equipment	2,400		2,400
Darkroom. Equipt.	Misc.		8,600
<u>Tape Recorders</u>			
Sound Recorder	600	1	600
Cassette Recorders	50	12	600
Misc. items	Misc.	-	1,000
Apx. Total Cost:			<u>\$159,000</u>

Total Three-Year GCP Operations Budget (US \$)
(Details shown pages G-2 - G-5)

Item	1977-78	1978-79	1979-80	Total
Campaigning	61,515	131,291	161,917	352,721
Salaries	40,787	157,677	128,352	277,136
Other Charges	59,595	73,756	64,847	193,178
Sub-Total:	141,315	320,704	375,556	838,985
10% Contingency	14,181	32,070	37,556	83,807
Total:	155,996	352,774	413,122	920,000 (approx.)

Annex G-2GCP OPERATIONAL COSTS: Campaigns

Item:	Unit / Cost	1977-78	1978-79	1979-80	Total
Radio Broadcasts	8 x 1620min @ \$ 1.313/ pm	16,969	-	-	16,969
" 2nd year	8 x 4500min @ \$1.414/pm	-	53,030	-	53,030
" 3rd, 4th, 5th year	8 x 6240min @ \$1.514/p.m	-	-	75,656	75,656
TV 6 hrs. 1st yr. and 13 hrs. for 4 years	@ 223.2323 per hr.	14,242	30,797	30,797	75,656
Printed Material	300,000 pamphlets @ 0.50 paisa per page	25,252	30,504	50,504	126,260
Shifts in Campaign		5,050	5,050	5,050	15,150
TOTAL:		61,513	139,291	161,917	362,721

Annex G-3

GCP OPERATIONAL CCSTS: Salaries (US \$) and Personnel

	1977-78	1978-79	1979-80	Total
Central Office	40,707	34,077	103,188	242,972
Regional Centers	-	13,600	20,614	34,214

(Salaries increased .5%/year to reflect expected increases)

Personnel Staffin

	Position	Grades PBC	Nc. of Positions	Average Pay (Rs/Mo)
<u>Central Office</u>	Director	11		3,000
	Deputy Director	10	1	2,200
	Subject Matter* Specialist	10	5	2,200
	Media Selection Experts	9	3	2,000
	Copy Writers and R.C.	7	4	1,500
	Section Officer	7	1	1,500
	Accounts Officer	6	1	1,000
	Photographer	6	1	1,000
	Camerman	6	1	1,000
	Graphic Artist	6	1	1,000

*Include provision for one research evaluation specialist

Annex G-4

Position	Grade	No. of Positions	Average Pay Rs/Month
Designer	6	1	1,750
Librarian	6	1	1,000
Research Officer	6	5	1,000
Stenographer	4	10	725
Stenotypist	3	8	380
Assistant	3	3	380
L. D. C. Typist	2	4	280
Driver	2	2	280
Peon (22)	01	30	200
Chowkidar (3)			
Farash/Sweeper(4)			
Mali (1)			

Regional Offices

Designation	Grade	No	Average Pay (Rupees)
Section Officer/ Research Officer	7	8	1,500
Driver	2	8	300
L. D. C.	3	8	380
Peon	1	8	200

GCP OPERATIONAL COSTS: Other Charges (US \$)

Item	Unit	Rate	1977-78	1978-79	1979-80	Total
Rent for Central Office	10,000 sft.	@Rs. 2 psft.	21,313	43,636	43,536	108,485
Rent for 3 Reg. Offices		-	-	404	803	1,212
Workshops & Conferences		-	1,010	2,020	2,020	5,050
Per diem, Transport & Repairs			1,313	10,101	16,161	27,575
Questionnaires, Travel, Data Analysis, and Interviews, etc.			2,525	5,050	10,101	17,676
Misc. Expenses (Stationery, Telephone, Petrol and other miscellaneous expenses)			12,525	12,525	12,121	37,171
Total:			39,595	73,756	84,847	198,178

DETAILED SOCIAL ANALYSIS

Introduction

The purpose of a social soundness analysis is to examine the feasibility and probable social impact of a proposed project. This analysis undertakes that task, but it will differ in important ways from a social soundness analysis of a more conventional project than the Development Support Communication Center. In a more conventional project, the content of the project is specified in the project paper, and it is possible to make estimates and predictions of the type and extent of impact the project will have on the social structure.

However, the Development Support Communication Center is a project to create a multi-purpose tool, or communication channel that will be used in a wide variety of specific projects. The major social impacts of a given campaign will be the result of the characteristics of that campaign -- the proposed change, its interaction with the existing social structure, the format and content of the communication components, the type and amount of supplementary interpersonal communication, etc. Very little of the impact of a campaign will be directly attributable to characteristics of the tool itself, as opposed to the use to which that tool is put.

Thus, many of the categories of social impact related to the effects of specific features of a proposed project that would normally be included in a social soundness analysis will be omitted from this one. In their place there will be increased attention to feasibility issues and to channel-specific, rather than to content-specific impacts. The analysis will retain the usual three-part structure of social soundness sections in examining the socio-cultural feasibility of the project, the potential for diffusion of the innovations beyond the initial target audience, and the distribution of benefits and burdens of the project.

Socio-Cultural Feasibility

The feasibility of the project is determined by the relationship between the project design and the social and institutional context within which it must operate.

The social context of Pakistan is best characterized as religiously homogeneous, predominantly rural, and very diverse in terms of language and cultural heritage. The most striking feature is the fact that Pakistan is a Muslim state -- 97% of the country's population is Muslim. This lack of diversity in religion removes some problems that might potentially arise in trying to accommodate different religious views, but the intensity of the religious feeling will have to be handled carefully by the staff of the Development Support Communication Center in order to avoid creating problems.

Pakistan is predominantly rural. There are more than 43,000 villages, and three-quarters of the nation's approximately seventy million people live in rural areas. The most densely populated province is the Punjab, which holds 60% of the country's population on 25% of the area. The North West Frontier Province has 17% of the population on 13% of the area; the Sind has 20% of the population on 21% of the country's area. The least densely populated province is Baluchistan, which has only 3% of the population but occupies 40% of the total area⁽¹⁾ While each province is primarily rural, the Punjab is more than 30 times as densely populated as Baluchistan.

The linguistic and ethnic diversity of the people is even more striking than the differences in population density. Major ethnic groups include Punjabis, Sindhis, Pathans, Baluchis, and Brohis. Tribal and caste distinctions serve further to divide the ethnic groups into smaller units. Linguistic diversity is also high. Punjabi is spoken as a first language by 60% of the population, while, under the national language, is the first language of only 3% of the country. Other major languages include Sindhi, Pushtu, Baluchi, Brohi and English. Each of these is divided further into regional dialects.

Because the linguistic, cultural, and geographic conditions are so varied, any successful program will have to accommodate itself to these differences. The Development Support Communication Center plans call for local language production and for localization of the specific content of campaigns by the regional radio stations. While these efforts will not completely

overcome the fragmentation of language, custom, and occupation, they will be a long way toward alleviating the biggest difficulties, and they represent the most that can reasonably be done by a national project.

The mass media available to the population of Pakistan are well below the target standards set by UNESCC for developing countries in most cases. In Pakistan, there are 1.5 newspapers per 100 population, compared to a UNESCC standard of 10 per 100 persons. There are 0.3 cinema seats per 100 people, compared to UNESCC suggestion of 2. The UNESCC standard for television receivers is 2 per 100 persons, while Pakistan has 0.6 per 100 people. Only in radio does Pakistan meet or surpass the UNESCC guidelines. While official estimates put the number of radios at 2.7 per 100 people, it is admitted that there are as many or more unlicensed radio receivers as licensed ones. The UNESCO standard is 5 sets for every 100 people. The Planning Commission concedes an "unofficial" estimate of 5 sets per 100 persons at the present time. (2) Other unofficial estimates put the number much higher, at 7 per 100 or even as high as 10 sets per 100 people. (3) Radio set penetration is the only real bright spot in Pakistan's current mass media capability and clearly represents the best way to reach large numbers of the population.

Since the target audience for Development Support Communication Center campaigns is the rural poor, the extent of mass media availability in rural areas is a question of prime importance. The signal coverage is extremely good; current estimates of the coverage of medium wave signals range from 37 to 93% of the population, (4, 5) The signals cover 60% of the geographic area of Pakistan. Short-wave transmission cover 100% of the country. The other media are primarily urban in orientation and coverage. Although television broadcasts cover 70% of the nation's population, there are only 450,000 receiving sets, of which an unknown but undoubtedly small percentage are in rural areas. (There are, for instance, 200 rural community reception television sets.)

No specific information about the distribution of radio receivers in rural areas is available. (5) However, strong inferences about access to radio programming by rural residents can be drawn from other information. The Area Handbook for

Pakistan notes, "Radios are commonplace in most villages, although less common than in cities. Often receivers are operated in tea shops or other public places where, whenever important news is broadcast, they are turned to high volumes and serve a larger audience than usual. Other listeners avail themselves of sets operated in guesthouses and other village gathering places." (6)

Very little empirical information about the listening habits of rural adults is available. The findings of the research department of Pakistan Broadcasting Corporation are not released. (7) However, a private study conducted by Akhlaq and Cwais in 1974 on over 1,000 rural married couples of reproductive age does cast some light on the issue. They found that very large percentages of the rural adults do listen to the radio. Table 1 shows part of their findings.

Table 1

Percentages of Rural Adults who listen to the Radio, by Sex and Province. (8)

	Punjab	Sind	NWFP
Males	91.3%	30.3%	90.0%
Females	83.6%	71.9%	73.0%

They also found that the majority of radio listening was sporadic or opportunistic, but these figures are nonetheless very encouraging. Most rural adults are reached by radio, and the differential between male and female listening does not appear to be too large. Clearly radio can be used to reach the rural population with development messages.

A study of rural women in a Punjabi village found that 29% of them listened daily to the radio, and noted, "Radio is the only mass communication medium available to most of the villagers. Twenty of the 63 households in the survey own a radio set." (9)

The broadcasts received by rural residents often come in their own local languages. For example, the number of hours broadcast per week in different regional and sub-regional languages over the Pakistan Broadcasting Corporation's radio stations are: Punjabi, 52.3; Pothohari, 14.0; Siraiki, 44.2; Sindhi, 109.2; Pushto, 105.3; Baluchi, 44.2; and Prohi, 35.3. (10)

The mass media are already used to broadcast some messages about development topics. 40% of the radio programming is information, news, or special broadcasts, and 30% of the television programming is devoted to development topics. (11) Between 10% and 50% of the minority language transmissions on the radio are about agriculture, and additional amounts are given to local language programming on health, hygiene, and family planning. (12) The agricultural programs are "designed to cater to the needs of the farmers in their day to day problems and motivate them to adopt modern and more productive agricultural practices." (13) The rural-oriented programs are of two basic types, farm broadcast and rural broadcast. The farm broadcast is a "half-hour daily radio program... for information and training farmers. It is known as 'farmers' instructional program'. The Provincial Agricultural Departments prepare the software and carry out the follow-up in the field." The rural broadcasts are carried by all eight radio stations of Pakistan Broadcasting Corporation for a half-hour daily. "This is mostly non-formal education programming designed to suit the needs of the rural masses. It includes family planning, technical and vocational education, population planning, information on small industries, domestic and handicraft, etc." (14)

There is some evidence that rural farmers rely on the information they can get from these programs; a survey undertaken by the Punjab Board of Economic Enquiry found that, "Farmers interviewed not only found radio a useful source of information, but they also attributed many innovations adopted by them to advice given through the medium." (15)

There is only very limited information on social factors that influence the feasibility of delivering development communication in a radio-based project. Some typical examples were cited in the study on rural women in the Punjab. "Some of these women said that their husbands did not let them listen to the radio because they considered it bad. "I am a father of four grown-up daughters.

I do not want them to listen to love songs," said one of the villagers. (However, he himself listened to these songs while working in the fields.) Another woman said that she was not allowed to touch the radio for fear she would break something. Clearly, men often decide whether it is good or bad for women to listen to the radio. They have convinced many of the women that listening to the radio led to immorality. However, the women readily agreed that the quality of the religious and farming programs was good. Ten percent said they listened to the Qawwali, Hamd, and Naat (religious programs) on Fridays. Fifty-three percent reported that they rarely listened and eight percent said that they listened to the radio over the wall or in passing. Most of the women said that they could understand only the Punjabi programs, and, therefore, did not pay attention to the Urdu programs. Only a few women know the days and times of the program they like best. The old women prefer the religious programs. An older Christian woman reported listening to the Punjabi songs. The younger girls and women, when interviewed separately, said they liked songs, but they did not mention songs when replying in the presence of their elders." (16)

In summary, it can be concluded that radio can confidently be used as the basis for a feasible program of development communication. The signals reach most of the population, receivers are available to rural residents, they already listen to and accept some development programming, and the information can be delivered in local languages and with local adaptations of content.

Spread Effects

We have already noted that the diffusion of innovations specific to a campaign will be determined largely by the particular characteristics of the innovation and the campaign design. Effects related to these factors cannot be predicted at this time. However, some characteristics of the medium and the way it is used will have generalizable effects that will be described here; these radio campaign-oriented effects constitute one category of spread effects. Another category include the diffusion of innovations related to organizational and broadcast techniques developed by the Development Support Communication Center.

To assess the social soundness of the spread effect anticipated as a result of the Development Support Communication Center activity, one must demonstrate that the concept of development campaigns, particularly radio-based campaigns, has succeeded elsewhere in diffusing innovations, and reassure oneself that the supporting elements that have been required in other places will be present here in adequate amounts to ensure that the desired spread is achieved. One must also show that the types of problems encountered in other projects will be anticipated and properly dealt with in this one.

About the first issue, that of the viability of the radio-based development campaign concept, there can be little doubt. While there is relatively little hard research data available for Pakistan, there are numerous descriptive accounts of radio's use in campaigns and other types of non-formal education projects. These reports are generally quite positive about the possibility of fostering development objectives through communications media. Most of the published reports are about the more structured end of the spectrum, involving listening or study groups, but many of the same considerations apply to projects that fall closer to the "open broadcasting" end of the spectrum. Schramm, in Big Media, Little Media, devotes an entire section of his chapter on "Media in Non-Formal Education" to "Media in Development Campaigns." He noted that certain general findings stand out from the literature he examined:

- "1) All media are campaign media. A well-planned campaign will use whatever media it can command that will reach the audience it wants to reach.
- 2) Radio, however, because of its wide coverage, its relatively low unit costs, and its ability to reach beyond literates and beyond power mains, is the pre-eminent medium for development campaigns.
- 3) A combination of media, and, to an even greater degree, a combination of media and related interpersonal communication, is more effective than any medium alone.

- 4) Information in the media will tend to be passed along in the channels of interpersonal communication." (17)

The use of radio for development campaigns and other non-formal educational ventures is widespread. Emile McAnany, in a review of radio's role in development, mentions projects in 45 different countries, often with more than one project in a country. While the extensiveness of this use is indirect testimony to the effectiveness of the approach, both McAnany and Schramm agree that "there is very little good evidence about the effectiveness" of the projects. Still, there is general agreement among observers that radio, when combined with other channels of communication, can accomplish many tasks, and is that most appropriate choice for projects of this sort.

McAnany cites four major potential advantages of radio-- time, cost, effectiveness, and localization. The time advantage comes from the fact that in almost all countries, the infrastructure for radio production, transmission and reception is already available. Radio can also get a message out quickly and to all places at the same time, whereas print or film technologies take much longer to prepare and distribute programs, and the distribution network is usually more efficient and faster in the urban areas. Costs for production, transmission, and reception of radio signals are very much lower than for television. Radio has been shown to be effective in formal school setting, out of school teaching, and community development. The question of whether television is more effective than radio is in McAnany's opinion, moot for the present, because "television is simply not reaching nor likely to reach the rural poor in the next few years." The final advantage of radio that McAnany mentions is that its low cost, aside from its intrinsic benefits, allows for creating local stations that serve a relatively limited area with homogeneous language, culture and interest. (18) Other authors mention as advantages of radio that it does not require literacy among the receivers and does not need electrification to work. Programming is inexpensive and simple enough that program production can be decentralized and easily tailored to address local problems.

If the first point of general agreement is that radio is usually the most appropriate medium for development campaigns and other types of non-formal education, the second point is that radio, or for that matter any single medium, cannot be expected to work

ANNEX H

Page 9

well in isolation Schramm, speaking of development campaigns in areas like family planning, agriculture, and health, says, "Here the development organizations typically use every medium they can find, from radio to print to puppets to posters, and always including personal contacts with a field staff. If radio is the 'chief' medium at this end of the spectrum, it is only because that provides the most direct channels to the most people. But no country would think of depending for a development campaign upon radio alone." (19) McAnany underlines this point when he notes that, "radio strategies for social change in rural areas cannot operate in a vacuum of institutional support. Unless there are agencies functioning in rural areas to help change take place, no radio strategy can succeed." (20)

There have been few attempts to determine just how much change can be expected as a result of open broadcasting without any institutional support at the receiving end. (Commonsense tells us that there are some effects; after all, in many countries a great deal of money is spent on advertising that is intended to change people's behavior. But commonsense also reminds us of how little we are affected by even massive advertising campaigns.) Only one empirical study directly comparing open broadcast with "supported" reception could be found. It was conducted in the Radio Farm Forum experiment near Poona, India. On an 18-point knowledge test, the people in villages without organized forums, who merely listened privately to the broadcasts, gained an average of 0.8 points more than people who did not listen at all. But villagers who participated in forum listening and discussion groups gained an average of 5.0 points more than those who did not listen at all. (21) Thus the knowledge gain for the forum participants seems to have been more than six times the gain for private listeners. Of course, such a study does not provide any information on how much or what type of support must be provided at the reception point, but it does indicate the importance of providing at least some kind of support and follow-through in the field.

The Development Support Communication Center's design has taken these factors into account. The primary medium for the campaigns will be radio, but the campaigns will not be restricted to it. When the situation calls for it, they will be free to use television and other media. The need for interpersonal contacts to maximize the spread of the innovations discussed on the radio will be met by the involvement of the field staffs of the various

ANNEX H

Page 10

ministries involved in the campaigns. Their activities will be coordinated with the media messages and designed to help produce the desired behavior changes. From the perspective of spread effects, those elements that are under the control of the Center's design, rather than the specific characteristics of the campaigns themselves, have been taken into account.

Two serious problems have hindered other projects of this sort from achieving a maximum spread effect. Those problems are lack of cooperation between participating ministries, and inappropriate campaign content or unavailability of required infrastructure. Many projects have reported that lack of cooperation among the various ministries involved in the activity has threatened the success of the entire venture. In his paper for UNESCC on the projects in Senegal using mass media for social change, Henry Cassirer describes a long history of delays, jurisdictional squabbles, and budget allocation problems that prevented the radio portion of the project from becoming operational until two and one half years after it was scheduled to begin. To get things going finally took direct Presidential intervention and the establishment of an inter-ministerial committee for educational radio. (22) Senegal's experience may be more extreme than most, but it exemplifies a very common source of difficulty, as well as what is probably the only good solution. The alternative, for one ministry to try to mount the entire effort singlehandedly, is almost sure to fail. As Ingle notes, "Ministries and agencies responsible for one or another aspect of rural education must combine their talents to make non-formal education programs work. Professional exclusiveness and barriers resulting from administrative custom must be overcome. This includes the sharing of common facilities and personnel by different programs as well as sharing information about all programs serving people in the same area. The tendency to 'go it alone' often result in fragmentation, confusion to the audience served, higher costs and poor results." (23)

In the Development Support Communication Center, these problems of inter-ministerial cooperation will be minimized. All planning will be done by an interministerial committee that will include representatives from all the participating organizations. This group will jointly determine the goals and topics of the campaigns, so the atmosphere of the project will be one of working cooperatively

ANNEX H

Page 11

for goals that have been collectively determined. The type and scheduling of cooperation from each group will be spelled out in advance of each campaign during the planning activities. Hence lack of cooperation between ministries should not impede the spread of the innovations that are the subjects of the individual campaigns.

The second problem frequently encountered by development campaign projects is the dual one of inappropriateness of content and/or the unavailability of required infrastructure. In some senses, they are, two sides of the same coin, since information that cannot be acted upon is very likely to be inappropriate to the audience and may reduce the credibility of the medium for other, more suitable messages. Sometimes inappropriate content is included as a result of the urban bias of the producers and designers of the campaigns. Robert White, reporting on the Popular Promotion Strategy (PPM) in Honduras, comments that, "Many of the blind alleys the PPM got into over ten to fifteen years came as a result of too easy acceptance of decisions made unilaterally by urban-based mentors who have conceived of the rural areas as a cultural vacuum and have defined rural development as transforming the hapless campesino in their own urban, middle-class image." (24) In Senegal, the problem was even broader. "African writers, theatrical producers, film makers and broadcasters not only have a limited knowledge and feel for what moves people at the grass roots level in their own country, but they are also strongly influenced by examples from France, England or America." (25) The solution in both places has been two-fold to gather information from the rural audience about their perceived needs and their reactions to programs that have been broadcast, and to expose the producers to the realities of the rural environment by sending them out into the field to do a great deal of their research and production.

In the Development Support Communication Center, a very active program of research on felt needs, program comprehension, and overall success at project goals will provide constant input to keep the program content on the right track.

The other side of the coin is that even appropriate, actionable information will be useless there exist in the rural areas the materials, facilities, and expertise to unless implement the proposed changes. The examples range from the trivial to the potentially disastrous. One recently reported case of the not-so-serious type comes from a project

that screens its messages for ability to be achieved with only informational and motivational inputs before they are broadcast. In one instance they found that, "while health authorities in one country recommended that rural dwellers eat more liver, this type of meat was found to be both overpriced and unavailable to rural people." (26) As a result, they were able to drop the message from the campaign, and recommend instead things like using drops of readily available cooking oil to enrich weaning food. Other problems of a more serious nature would arise if, for instance, a campaign encouraged adoption of a high-yielding grain variety when the necessary fertilizer inputs were not available.

Adoption does seem to be related to the appropriateness and actionability of the messages as well as the more commonly cited factors. In White's previously mentioned study of the PFM in Honduras, he goes into some detail in trying to analyze why the program had much greater success in getting women to adopt new health practices than in getting the men to adopt new agricultural practices. Part of the difference, he felt, was due to differences in the kind of content presented. "Whereas the agricultural education materials were often quite theoretical and, at best, directly usable only by larger, commercial farmers, the health information attempted to communicate simpler practices that were direct responses to lower-class campesinos' needs and could be implemented with resources that were generally available" He notes that both men and women showed knowledge gains as a result of the exposure to their respective campaigns, but that only women showed a higher incidence of adoption. He concludes that, "the major factors influencing higher adoption rates of health practices appear to be the adaptation of the kind of practices recommended to the practical conditions of rural women and the fact that the official health agencies were making services and resources available out in the rural areas so that suggested practices were feasible and the presence of a women's organization promoted by the PFM that also provided some resources but, more important, was a local structure helping women to bridge the gap between information and implementation. Unless the agricultural and health information is carefully adapted to the needs and capabilities of semisubsistence cultivator families and is accompanied by a resource delivery system and a local problem-solving organization, it is extremely difficult for campesinos to improve existing patterns of agricultural production and health care." (27)

The keys to avoiding problems of this sort are given in the conclusions of a paper by Rogers, Braun, and Vermilion. They are talking about radio forums, but the advice applies as well to radio campaigns that do not have organized listening groups. They conclude that, "Caution must be exercised that a radio forum system does not inform and motivate the village audience to undertake behavior changes that are then blocked by the unavailability of development inputs (like fertilizers, medicines, etc.), leading to widespread frustration. Possible ways to minimize this problem are to select forum campaign themes carefully so that they involve more readily available inputs, to coordinate the campaign with relevant government and private agencies that are expected to provide the inputs, and to use the forum system's feedback devices to identify input bottlenecks at an early stage." (28) The Development Support Communication Center will be using all these techniques to ensure that the campaigns undertaken are ones that can be successfully implemented by the rural poor. The Center campaigns will not have any structural impediments to the spread of campaigned-for changes.

To other category of spread effects that might result from the creation of the Development Support Communication Center has to do with the organizational and broadcast techniques pioneered by the Center. On the organizational side, the Center will be introducing good precedents for coordinated planning and cooperative action; hopefully these actions will set an example for other kinds of inter-ministerial cooperation.

On the broadcasting side, the Development Support Communication Center will be using a number of advanced approaches to media planning and production, including materials pretesting, a research orientation toward the characteristics and needs of the audience and the attitude they have toward the programming, systematic measures of the degree of success attained by the campaigns in inducing behavioral change, and high quality script and production techniques. Because the Center will have close relationships with the regional radio stations and with the various ministries involved in development, there is a strong possibility that there will be an advantageous spread of these techniques to those organizations once they see the benefits that can accrue from using them.

Social Consequences and Benefit Incidence

Attempting to assess the effects that campaigns will have on different social groups without knowing the content of the campaigns is an impossible task. No doubt the majority of the effects of campaigns will be attributable to the specific characteristics and idiosyncracies of the individual campaigns. Only the most macro-level kinds of comments can be made at this stage.

The main target audience for the Development Support Communication Center is the rural poor. The overall goal is to improve the economic and living conditions of Pakistan and in particular the rural areas by mounting development campaigns in areas like agriculture, health, nutrition, and family planning. If the overall goal is achieved, then immediate benefits of the changes that have been accomplished should accrue to the rural poor who were the targets of the campaigns. It is possible that indirect benefits may also be obtained; for example, if the rural standard of living is significantly increased as a result of the campaigns, there may be a reduction in permanent and even temporary migration to the cities.

We have already established that radio is the optimal medium for reaching the rural poor. In many ways it is the most democratizing of the media. In spite of the fact that it probably is more readily available to those of higher socio-economic status, it is still the single medium most available to the rural poor, even to those who do not own a receiver, and it has other advantages that can help reduce discrimination against the "have-nots" in terms of who is likely to benefit from government campaigns. Unlike print media, it is capable of reaching illiterates directly and of producing changes among them. As Rogers says, "Radio and television .. can bring about development among illiterate as well as with literates". (29) It permits audience segmentation by region, language, and time most likely to be listening, so that programming can be quite specifically tailored for the intended larger group. The fact that reception does not require coming to a public place may make it easier to reach women, for whom the restrictions of purdah make attendance in a public place difficult or impossible.

There is, however, a danger that those with greater access to resources and opportunity will be better able to profit from the information presented in the campaigns, and that the effect of

Development Support Communication Center activity might be to widen the gap between the poorest rural residents and their slightly better off neighbors. This is an effect that has often been described in communication projects since Tichenor first formulated it as the knowledge gap hypothesis (30) and Rogers later reformulated it more broadly as the communication effects gap hypothesis. (31) These descriptions confirmed the impression that "them that has, gets," but did little to shed light on why that might be the case for development communication, or what could be done to make the effects more equitable.

Recently, much better studies have been published that point away from the simplistic conclusion that something intrinsic in communication processes or in the audience itself causes these gaps to appear. Typical conclusions from current studies on the question indicate that the content and context of the communication have as much or more to do with the effect as the audience characteristics. For example, one report finds that, "It is not the characteristics of the farmers as much as it is the characteristics and deployment of government development services which are the prime determinants of diffusion efforts." (32) Another concludes that "the communication effects gap is by no means inevitable. It can be avoided if appropriate communication strategies are pursued in development efforts." (33) These reports suggest that the communication effects gap can be nullified or even reversed if special efforts are made to encourage participation by "have-nots", if the language and presentation of the information are done in a simple and straightforward fashion, if the content is salient and useful to the less advantaged farmers, and if the infrastructure (supply of seeds and fertilizer, credit, advice from the extension agent, etc.) is available to them. Criteria like these will have to be employed in the selection of campaign topics and the design of program formats and support techniques in order to ensure that the net result of the Development Support Communication Center campaigns does not cause an increase in inequity in the rural areas.

Conclusion and Summary

This social soundness analysis differs from most in that it examines the soundness of a tool, rather than the effects of a specific project. It argues that radio is a feasible tool; indeed, it may be the only feasible way of reaching the rural poor of Pakistan. It finds that there are no serious obstacles to the spread of innovations via radio-based campaigns. Finally, it concludes that if proper care is taken in the design and execution of campaigns, there is no reason to fear that successful campaigns will contribute to inequity in the rural areas.

FOOTNOTES

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ANNEX I

Application for 612(b) Determination

The Development Support Communication Center Project is an innovative three-year grant project aimed at establishing the integrated, coordinated use of the mass media in support of the development ministries efforts in rural areas. The financial plan for the project includes an AID contribution of approximately \$842,000 for commodities, technical assistance, training and evaluation of research. Approximately \$183,000 of this will be for local components of these inputs. The Government of Pakistan will contribute approximately \$920,000 for operational costs of the project.

In view of the small size and innovative nature of this project it is requested that a Section 612(b) determination be issued to permit direct transfer of dollar funds to the Government of Pakistan as reimbursement for local costs estimated at \$183,000.

Additional justification for a 612(b) determination is provided in Islamabad 2748 dated March 22, 1977.

ANNEX J

Grantee's Application for Assistance

**From: Masud Mufti,
Joint Secretary
Tel: 21682**

**No. 35(1)US (Grants)/76
GOVERNMENT OF PAKISTAN
MINISTRY OF FINANCE, PLANNING
AND PROVINCIAL COORDINATION
(ECONOMIC AFFAIRS DIVISION)**

Islamabad, the 16th July, 1977.

Dear Mr. Cashin,

Government of Pakistan wish to obtain a grant from the U. S. Government to help establish a Development Support Communication Center (DSCC). The DSCC will assist the development ministries in informing and motivating rural audiences to adopt modern practices through a combined system of mass media and inter-personal communication.

2. It is our estimate that the total cost of the DSCC during the first three years of its existence will be about US \$ 1.996 million equivalent. It is requested that US Government contribute US \$842,000 for the necessary commodities, technical assistance, training and evaluation and research. It is expected that US \$ 218,000 equivalent will be required during year one, \$396,000 equivalent during year two, and \$228,000 equivalent during year three of the project. Government of Pakistan will provide funds for all remaining costs.

3. We would appreciate your early favourable consideration of this request.

With regards,

Yours sincerely,

Signed/-
(MASUD MUFTI)

Mr. Richard M. Cashin,
Director
USAID,
Islamabad

COUNTRY CHECKLIST

A. GENERAL CRITERIA FOR COUNTRY

1. FAA Sec. 116. Can it be demonstrated that contemplated assistance will directly benefit the needy? If not, has the Department of State determined that this government has engaged in consistent pattern of gross violations of internationally recognized human rights?
Yes; to first question.

2. FAA Sec. 481. Has it been determined that the government of recipient country has failed to take adequate steps to prevent narcotics drugs and other controlled substances (as defined by the Comprehensive Drug Abuse Prevention and Control Act of 1970) produced or processed, in whole or in part, in such country, or transported through such country, from being sold illegally within the jurisdiction of such country to U. S. Government personnel or their dependents, or from entering the U. S. unlawfully?
No.

3. FAA Sec. 620(a). Does recipient country furnish assistance to Cuba or fail to take appropriate steps to prevent ships or aircraft under its flag from carrying cargoes to or from Cuba?
No.

4. FAA Sec. 620(b). If assistance is to a government, has the Secretary of State determined that it is not controlled by the international Communist movement?
The Secretary of State has determined that Pakistan is not controlled by the International Communist movement.

5. FAA Sec. 620(c). If assistance is to government, is the government liable as debtor or unconditional guarantor on any debt to a U. S. citizen for goods or services furnished or ordered where (a) such citizen has exhausted available legal remedies and (b) debt is not denied or contested by such government? No.
6. FAA Sec. 620(e)(1). If assistance is to a government, has it (including government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U. S. citizens or entities beneficially owned by them without taking steps to discharge its obligations toward such citizens or entities? The nationalization of schools potentially affects one American Church organization which owns substantial property in Pakistan. The Church organization is holding discussions with the government on the matter.
7. FAA Sec. 620(f); App. Sec. 108. Is recipient country a Communist country? Will assistance be provided to the Democratic Republic of Vietnam (North Vietnam), South Vietnam, Cambodia or Laos? No.
8. FAA Sec. 620(i). Is recipient country in any way involved in (a) subversion of, or military aggression against, the United States or any country receiving U. S. assistance, or (b) the planning of such subversion or aggression? No.
9. FAA Sec. 620(j). Has the country permitted, or failed to take adequate measures to prevent, the damage or destruction, by mob action, of U. S. property? No.

- 10. FAA Sec. 620(l). If the country has failed to institute the investment guaranty program for the specific risks of expropriation, inconvertibility or confiscation, has the AID Administrator within the past year considered denying assistance to such government for this reason?**
- Pakistan has instituted the investment guaranty program for the specific risks of expropriation, inconvertibility and war risks.
- 11. FAA Sec. 620(o); Fishermen's Protective Act, Sec. 5. If country has seized, or imposed any penalty or sanction against, any U. S. fishing activities in international waters,**
- a. has any deduction required by Fishermen's Protective Act been made? **Not Applicable.**
- b. has complete denial of assistance been considered by AID Administrator? **Not Applicable.**
- 12. FAA Sec. 620(q); App. Sec. 504. (a) Is the government of the recipient country in default on interest or principal of any AID loan to the country? (b) Is country in default exceeding one year on interest or principal on U. S. loan under program for which App. Act appropriates funds, unless debt was earlier disputed, or appropriate steps taken to cure default?**
- No.**

03. FAA Sec. 620(s). What percentage of country budget is for military expenditures? How much of foreign exchange resources spent on military equipment? How much spent for the purchase of sophisticated weapons systems? (Consideration of these points is to be coordinated with the Bureau for Program and Policy Coordination, Regional Coordinators and Military Assistance Staff (PPC/RC).

During fiscal year 1976, Pakistan's known defense expenditures are projected to be about Rs. 8,200 million, 23% of the consolidated government budget. Last year defense expenditures were Rs. 6,832 million, about the same percentage of the total budget. We have no precise estimate of foreign exchange resources utilized to acquire military hardware and other defense equipment, but believe these to be about \$200 million annually largely to replace and maintain obsolescent equipment, much of it supplied by the U. S. as military aid during the 1950's and early 1960's. Pakistan has purchased sophisticated weapon systems from abroad, including Mirage jet fighters from France, armored personnel carriers from the U. S. and tanks and jet fighters (many on concessional terms) from the Peoples Republic of China.

14. FAA Sec. 620(t). Has the country severed diplomatic relations with the United States? If so, have they been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumption?
- Diplomated relations with the United States have never been severed.
15. FAA Sec. 620(u). What is the payment status of the country's U. N. obligations? If the country is in arrears, were such arrearages taken into account by the AID Administrator in determining the current AID Operational Year Budget?
- Pakistan is not delinquent in any obligations to the United Nations.
16. FAA Sec. 620A. Has the country granted sanctuary from prosecution to any individual or group which has committed an act of international terrorism?
- No.
17. FAA Sec. 666. Does the country object, on basis of race, religion, national origin or sex, to the presence of any officer or employee of the U. S. there to carry out economic development program under FAA?
- No.
18. FAA Sec. 669. Has the country delivered or received nuclear reprocessing or enrichment equipment, materials or technology, without specified arrangements on safeguards, etc.?
- Pakistan has contracted with France for the purchase of a nuclear reprocessing plant. USAID/Pakistan has no knowledge as to whether deliveries of equipment, materials or technology under the agreement have commenced.
19. FAA Sec. 901. Has the country denied its citizens the right or opportunity to emigrate?
- Not to our knowledge.

B. FUNDING CRITERIA FOR COUNTRY

1. Development Assistance Country Criteria

- a. FAA Sec. 102(c), (d). Have criteria been established, and taken into account, to assess commitment and progress of country in effectively involving the poor in development, on such indexes as: (1) small-farm labor intensive agriculture, (2) reduced infant mortality, (3) population growth, (4) equality of income distribution, and (5) unemployment.
- Yes. The DSCC will develop and coordinate the production of messages dealing with agriculture, health, nutrition, family planning, home management and child care.
- b. FAA Sec. 201(b)(5), (7)&(8); Sec.208; 211(a)(4), (7). Describe extent to which country is:
- (1) Making appropriate effort to increase food production and improve means for food storage and distribution.
- Food production is a major focus of Pakistan's development effort. Current food production targets will make the country self-sufficient in wheat by 1979. The Government has supported these targets by adopting a price policy for wheat allocating large amounts of domestic credit for farmers and implementing rural credit campaigns. It has removed restrictions on the domestic sales and distribution of fertilizer, continues to invest major amounts in farm mechanization, improved irrigation, domestic fertilizer production and fertilizer imports.

ANNEX K

Page 7 of 20

Since 1972, domestic fertilizer sales have increased from 381,000 nutrient tons to an estimated 584 thousand tons in 1976 (up 53%). It is making significant efforts to adapt foreign technology (supported by a major April 30, 1974 A. I. D. loan agreement), build new fertilizer plants, better distribute high-yielding seed varieties and extend irrigated acreage.

(2) **Creating a favorable climate for foreign and domestic private enterprise and investment.**

Nationalization of domestically owned banks and a number of major industries in fulfillment of election pledges by the Government of Pakistan created uncertainties for investors that have retarded private investment in large scale industries. A formula for the payment to investors has been publicly adopted, and clearer demarcation of the industrial role of private and public investors have improved the climate somewhat. The Government's leaders have publicly affirmed that a substantial degree of domestic and foreign private investment is essential to the country's economic development. Inducements to new private investment are offered, and there is active growing investment in medium and small scale industry. Lately, U. S. investors have evidenced perceptible interest in establishing or expanding prospects and the Government has already approved many of these: e. g. Rafhan Maize (ICP), Premier Tobacco, Fauji-Agrico fertilizer plant.

**(3) Increasing the public's role
in the developmental process.**

During the summer of 1973 a new constitution establishing a parliamentary form of government was put into effect in Pakistan. At the lower level, the fledgling Peoples Works and Integrated Rural Development Programs contemplate more active participation in development at the village level.

**(4)(a) Allocating available
budgetary resources
to development.**

Development investment expenditures account for about 38% of the consolidated Government budget in FY 1976. They have increased from Rs. 10,838 million (35%) in FY 1975 to Rs. 13,500 million in FY 1976.

**(4)(b) Diverting such
resources for unnecessary
military expenditure and
intervention in affairs of
other free and independent
nations.**

The budget for defense expenditures increased by only 12% in FY 1976, significantly less than the 25% increase in development expenditures. In FY 1975 Rs. 6,832 million was spent on defense expenditures, and revised estimates this year are Rs. 8,200 million. There has as yet been no significant increase following (a) India's detonation of a nuclear device, (b) the continuing strain in Afghan-Pakistan relations, or (c) the lifting of the U. S. embargo on sales of lethal defense items to Pakistan.

(5) Making economic, social and political reforms such as tax collection improvements and changes in land tenure arrangements, and making progress toward respect for the rule of law, freedom of expression and of the press, and recognizing the importance of individual freedom, initiative, and private enterprise.

The Govt. of Pakistan promulgated a quick succession of different land, labor, banking, education, health, and law reforms, which are making significant contributions to social, economic and political development as they are being implemented. The rule of law is publicly endorsed, though the laws have recently been amended making it easier for the government to move against certain elements of political opposition. The government has announced a new plan to strengthen democratic local government.

(6) Otherwise responding to the vital economic, political, and social concerns of its people, and demonstrating a clear determination to take effective self-help measures.

Pakistan has recently offered attractive terms to interested oil exploration firms to step-up the search for oil in the country. A new Ministry for Social Welfare, Rural Development and Local Government was formed during 1976 in order to more adequately respond to the needs of the poor.

c. FAA Sec. 201(b), 211(a). Is the country among the 20 countries in which development assistance loans may be made in this fiscal year, or among the 40 in which development assistance grants (other than for self-help projects) may be made?

Pakistan is among the countries for which development assistance loans and grants may be made in this fiscal year.

- d. FAA Sec. 115. Will country be furnished, in same fiscal year, either security supporting assistance, or Middle East peace funds? If so, is assistance for population programs, humanitarian aid through international organizations, or regional programs?
- No

2. Security Supporting Assistance Country Criteria.

- a. FAA Sec. 502 B. Has the country engaged in a consistent pattern of gross violations of internationally recognized human rights? Is program in accordance with policy of this Section?
- Not Applicable.
- b. FAA Sec. 531. Is the assistance to be furnished to a friendly country, organization, or body eligible to receive assistance?
- Not Applicable.
- c. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?
- Not Applicable.

PROJECT CHECKLIST

A. GENERAL CRITERIA FOR PROJECT

1. App. Unnumbered; FAA Sec. 653(b)

(a) Describe how Committees on Appropriations of Senate and House have been or will be notified concerning the project.

This project was included in the FY 1977 Congressional presentation.

(b) Is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than \$1 million over that figure plus 10%?

Assistance is within operation year budget and is less than than \$1 million.

2. FAA Sec. 611(a)(1). Prior to obligation in excess of \$100,000 will there be (a) engineering, financial, and other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U. S. of the assistance?

Yes. See Sections III and IV P of PP.

3. FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?

The Government is taking necessary legal and administrative steps to establish the DSCC. Progress has been satisfactory to date and timely completion of legislative action is expected.

4. FAA Sec. 611(b); App. Sec. 101. If for water or water-related land resource construction, has project met the standards and criteria as per Memorandum of the President dated Sept. 5, 1973 (replaces Memorandum of May 15, 1962; Sec Fed. Register, Vol 38, No. 174, Part III, Sept. 10, 1973)?

Not Applicable.

5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U. S. assistance for it will exceed \$1 million, has Mission Director certified the country's capability effectively to maintain and utilize the project? **Not Applicable.**
6. FAA Sec. 209, 619. Is project susceptible of execution as part of regional or multi-lateral project? If so why is project not so executed? Information and conclusion whether assistance will encourage regional development programs. If assistance is for independent country, is it furnished through multilateral organizations or plans to the maximum extent appropriate? **Not Applicable.**
7. FAA Sec. 601(a); and Sec. 201(f) (for development loans). Information and conclusions whether project will encourage efforts of the country to; (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions. **The project will have no effect on item (a). As to the other, the Project's effects on each of these areas will depend on the campaigns that will be undertaken.**
8. FAA Sec. 601(b). Information and conclusion on how project will encourage U. S. private trade and investment abroad and encourage private U. S. participation in foreign assistance programs (including use of private trade channels and the services of U. S. private enterprise). **This project is not expected to directly foster U. S. private trade and investment abroad.**

9. FAA Sec. 612 (b); Sec. 636 (h). Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U. S. are utilized to meet the cost of contractual and other services.

The host country will provide agreed amounts of local currency expenses of the project. A 612(b) determination is requested in the PP to permit dollars to be expended to finance a portion of the local costs of the project. See Annex I.

10. FAA Sec. 612(d). Does the U.S. own excess foreign currency and, if so, what arrangements have been made for its release?

The U. S. owns excess Pakistani rupees that are programmed for use in a number of projects - though it is not suitable to use excess rupees on this project.

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102(c); Sec. 111; Sec. 281a. Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production, spreading investment out from cities to small towns and rural areas; and help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions?

This project will involve the country's poor in development activities by developing and coordinating media campaigns that encourage the people's participation in these activities while a campaign for the development of cooperatives might be implemented. This can not yet be predicted with assurance.

- b. FAA Sec. 103, 103 A, 104, 105, 106, 107. Is assistance being made available [include only applicable paragraph -- e.g., a, b, etc. -- which corresponds to source of funds used. If more than one fund source is used for project, include relevant paragraph for each fund source].
- (1) [103] for agriculture, rural development or nutrition; if so, extent to which activity is specifically designed to increase productivity and income of rural poor; [103A] if for agricultural research, is full account taken of needs of small farmers;
- (2) [104] for population planning or health; if so, extent to which activity extends low-cost, integrated delivery systems to provide health and family planning services, especially to rural areas and poor;
- (3) [105] for education, public administration, or human resources development; if so, extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, or strengthens management capability of institutions enabling the poor to participate in development;
- Not Applicable.
- Not Applicable.
- Not Applicable.
- Yes. Project will support non-formal education by providing a system of coordinating the media and other efforts into an integrated campaign approach. It should thus reinforce other programs of non-formal as well as formal education that are selected for campaigns.

ANNEX K

Page 15 of 20

- (4) [106] for technical assistance, energy, research, reconstruction, and selected development problems; if no, extent activity is: **Not Applicable.**
- (a) Technical cooperation and development, especially with U. S. private and voluntary, or regional and international development, organizations; **Not Applicable.**
- (b) to help alleviate energy problem; **Not Applicable.**
- (c) research into, and evaluation of, economic development processes and techniques; **Not Applicable.**
- (d) reconstruction after natural or manmade disaster; **Not Applicable.**
- (e) for special development problem, and to enable proper utilization of earlier U. S. infrastructure, etc., assistance; **Not Applicable.**
- (f) for programs of urban development, especially small labor-intensive enterprises, marketing systems, and financial or other institutions to help urban poor participate in economic and social development. **Not Applicable.**
- (5) [107] by grants for coordinated private effort to develop and disseminate intermediate technologies appropriate for developing countries. **Not Applicable.**

- c. FAA Sec. 110(a); Sec. 208(e). Is the recipient country willing to contribute funds to the projects, and in what manner has or will it provide assurances that it will provide at least 25% of the cost of program, project, or activity with respect to which the assistance is to be furnished (or has the latter cost-sharing requirement been waived for a "relatively least-developed" country)?
- This project agreement will specify that the host country will provide at least 25% of the cost of the entire activity.
- d. FAA Sec. 110(b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to Congress been made, and efforts for other financing?
- Not Applicable.
- e. FAA Sec. 207; Sec. 113. Extent to which assistance reflects appropriate emphasis on; (1) encouraging development of democratic, economic, political, and social institutions; (2) self-help in meeting the country's food needs; (3) improving availability of trained worker-power in the country; (4) programs designed to meet the country's health needs; (5) other important areas of economic, political, and social development, including industry; free labor unions, cooperatives, and Voluntary Agencies; transportation and communication; planning and public administration; urban development, and modernization of existing laws; or (6) integrating women into the recipient country's national economy.
- This project will assist the Government of Pakistan to meet the country's food and health needs, particularly by supporting the development ministries efforts in rural areas.

- f. **FAA Sec. 281(b)**. Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civic education and training in skills required for effective participation in governmental and political processes essential to self-government.
- The project recognizes the needs of the rural population and the desire for participation in the country's economic development and will facilitate this participation. There is no direct effect on the use of country's intellectual resources or on civic education and training in skills needed for increased civic participation.
- g. **FAA Sec. 201(b)(2)-(4) and (8); Sec. 201(e); Sec. 211(a)(1)-(3) and -(8)**. Does the activity give reasonable promise of contributing to the development: of economic resources, or to the increase of productive capacities and self-sustaining economic growth; or of educational or other institutions directed toward social progress? Is it related to and consistent with other development activities, and will it contribute to realizable long-range objectives? And does project paper provide information and conclusion on an activity's economic and technical soundness?
- Yes. This project is consistent with Pakistan's major development plans, since it will contribute to the achievement of all other major development objectives by media support.
- h. **FAA Sec. 201(b)(6); Sec. 211(a)(5), (6)** Information and conclusion on possible effects of the assistance on U. S. economy, with special reference to areas of substantial labor surplus, and extent to which U. S. commodities and assistance are furnished in a manner consistent with improving or safeguarding the U. S. balance-of payments position.
- There will be no effect on U. S. economy.

2. Development Assistance Project
Criteria (Loans only).

- a. FAA Sec. 201(b)(1). Information and conclusion on availability of financing from other free-world sources, including private sources within U. S.

Although Pakistan has received and expects to continue to receive substantial assistance from other countries, this financing is largely committed to other high priority uses. Many of the projects financed by this other assistance are complementary to the project to be assisted here, and this combination results in a synergism that will substantially increase their total contribution to Pakistan's productivity, economic and social development, and repayment capability. A. I. D. is not now aware of any U. S. private sector interest in investing or otherwise contributing to this project activity.

Necessary plans to carry out the assistance will be developed prior to signing the project agreement. A reasonably firm cost estimate of the project has been made.

- b. FAA Sec. 201(b)(2); 201(d). Information and conclusion on (1) capacity of the country to repay the loan, including reasonableness of repayment prospects, and (2) reasonableness and legality (under laws of country and U. S.) of lending and relending terms of the loan.

Not Applicable. It is a grant funded project.

c. FAA Sec. 201(e). If loan is not made pursuant to a multilateral plan, and the amount of the loan exceeds \$100,000, has country submitted to AID an application for such funds together with assurances to indicate that funds will be used in an economically and technically sound manner?

Although this is a grant project, analysis of the economic and technical soundness of the project is included in the PP. The program as proposed is considered technically and commercially sound. A joint USAID/GOP committee has developed the project paper. An application was received.

d. FAA Sec. 201(f). Does project paper describe how project will promote the country's economic development taking into account the country's human and material resources requirements and relationship between ultimate objectives of the project and overall economic development?

Yes.

e. FAA Sec. 202(a). Total amount of money under loan which is going directly to private enterprise, is going to intermediate credit institutions or other borrowers for use by private enterprise, is being used to finance imports from private sources, or is otherwise being used to finance procurements from private sources?

Not Applicable.

f. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete in the U. S. with U. S. enterprise, is there an agreement by the recipient country to prevent export to the U. S. of more than 20% of the enterprise's annual production during the life of the loan?

Not Applicable.

3. Project Criteria Solely for Security Supporting Assistance

FAA Sec. 531. How will this assistance support promote economic or political stability?

Not Applicable.

4. Additional Criteria for Alliance for Progress

Note: Alliance for Progress projects should add the following two items to a project checklist.

a. FAA Sec. 251(b)(1), -(8). Does assistance take into account principles of the Act of Bogota and the Charter of Punta del Este; and to what extent will the activity contribute to the economic or political integration of Latin America?

Not Applicable.

b. FAA Sec. 251(b)(8); 251(h).

For loans, has there been taken into account the effort made by recipient nation to repatriate capital invested in other countries by their own citizens? Is loan consistent with the findings and recommendations of the Inter-American Committee for the Alliance for Progress (now "CEPCIES," the Permanent Executive Committee of the OAS) in its annual review of national development activities?

Not Applicable.

DESCRIPTION OF PROJECT

A. Background

The idea for this project grew out of an awareness that inadequate attention was being given to reaching village audiences through the mass media of communication, with messages designed to produce specific behavioral changes that would increase their productivity, incomes, health and quality of life. Although each of the nation-building ministries maintains a small information and publicity wing, these concentrate mainly on reporting speeches and announcing future targets and past development accomplishments. The Ministries rarely use a "campaign" oriented approach to development communication. Instead, the ministries tend to carry on several projects of equal importance over a fairly long period of time, which lessens the effectiveness of the communication activities.

Moreover, communications officers in the Ministries are specialists in publicity and public relations, with little or no background or experience in creating specific messages for the mass media that will increase the productivity of the rural people of Pakistan. They have tended to think of communication as a uni-directional flow of messages from sender to receiver, whereas a specialist in development communication would also take into account the point of view of members of the target audience when planning a campaign.

Finally, with each ministry conducting several uncoordinated information and publicity programs, there is often duplication of effort in program development, media production, and the purchase of air time for radio and television broadcasting. The small size of each program makes it difficult to devote resources to the development of high quality programming or to the execution of research and evaluation activities. Much of this duplication of effort could be eliminated by channeling development communication activities through a single organization.

E. The Project

As a means of overcoming inefficiencies of the present development communication system, the Government of Pakistan has decided to create the Development Support Communication Center ("DSCC" or "Center") as a semi-autonomous unit within

ANNEX L

Page 2

the Federal Ministry of Information and Broadcasting, attached to the Pakistan Broadcasting Corporation. The Center will house a group of highly skilled professional communicators who will create intensive integrated campaigns dealing with rural problems which have been assigned a high priority by the Government.

The ESCC will assist the development ministries of the Government of Pakistan in informing and motivating rural audiences to adopt modern practices through a combined system of mass media and interpersonal communication. The ESCC will develop campaigns and coordinate the production of messages dealing with topics such as agriculture, health, nutrition, family planning, and other development topics. The Center will also assist the ministries in coordinating the efforts of extension agents, field workers, and teachers, who will be responsible for establishing favorable receiving conditions in rural areas, and for maximizing the adoption of the practices advocated in the campaigns.

The ESCC plans to employ eight regional officers (corresponding to the eight radio stations of the Pakistan Broadcasting Corporation) to maintain direct linkages with field workers of the participating ministries, managers and producers at the broadcasting stations, and officials of the provincial governments.

The Government will prepare a policy statement which clearly describes the functions to be fulfilled by the ESCC. The statement will be approved by members of the ESCC Policy Committees which consists of the Secretaries of each of the Federal Government Ministries, Additional Chief Secretaries of the provincial government and the Director of the Center. The ESCC will design and implement its social action, mass media campaigns with the advice and assistance of the Policy Committee, which is planned to meet four times per year to approve campaign themes, program schedules, campaign support strategies and techniques for research, evaluation and strategy revision.

An Executive Committee, within the Center, will review specific campaign objectives, program content and format, and specific plans for the use of field workers and extension agents.

In addition to the Policy Committee and the Executive Committee, a joint Project Review Committee composed of Government of Pakistan and AID members will be formed. It will meet every year during implementation to discuss the project's progress and problems and recommend necessary changes in project design. The Project Review Committee will help to insure that the ESCC is used only for development purposes, in accordance with this Agreement. An in-depth evaluation of one campaign is to be carried out by a qualified independent research firm during the third year of the project.

C. Project Inputs

AIL is to finance three major categories of inputs into the Project: commodities, technical assistance and training. In addition, some evaluation and research activities will also be funded under the grant.

(i) Commodities

The ESCC will require the provision of the following commodities

- (a) Vehicles for outreach activities and field travel research.
- (b) Office equipment and furniture: Typewriters, calculators, duplicators, photocopiers and desks and chairs.
- (c) Library resources: A library will be installed to perform two important functions
 - (1) Provide reference materials to the subject matter specialists and to keep abreast of the current literature (worldwide) treating mass media communication.
 - (2) Serve as a depository and archive of Center materials for the professionals and students of mass media communication.

(d) Materials for Production Design Tape-recorders and sound equipment, photography and projector equipment, film and tape supplies, radio and television receivers, and graphic arts materials for the design, preparation and layout of scripts and printed materials.

(e) Materials for Survey Research Supplies, Field trips, interviewer time and data analysis.

(ii) Technical Assistance

(a) Advisor in Development Communication - An advisor is planned to work with the Center for a total of two years. His responsibilities would include : (1) assistance in the selection of materials and in the orientation of staff of the DSCC; (2) assistance in the preparation of communication strategies and campaigns for the Center; and (3) assistance in developing the training program of the DSCC.

(b) Short-Term Consultant - Thirty months of short-term assistance has also been budgeted for the Center. It is anticipated that an advisor in communication research and evaluation will be required during appropriate periods to assist in pre-testing and evaluation. A communication specialist will also be needed to help develop the first campaign including the preparation of scripts and the selection of suitable media. Additional short-term consultants would be called upon to assist the staff in the development of various campaigns and to assist as necessary in the preparation of mass media materials and research and evaluation activities.

(iii) Training

(a) Long-Term Training of Professional Communicators to work with the DSCC

Training is planned to be provided to eight individuals of the DSCC core group plus one person of the Planning Commission (Mass Media Section) to develop their skills for special functions of the Center. Such skills might

include methods of communication research and evaluation; mass media technology; script preparation and presentation; and the use of audio-visual technology.

(b) Short-Term Training

Training is to be provided for the Director of the ESCC in the techniques of communication planning and management. It is anticipated that the training will be divided into two separate sessions of 3 weeks each for orientation and later for specific training objectives when the need arises.

(c) Training of Field Workers and Village Level Facilitators

As soon as the ESCC has had sufficient opportunity to afford training to its own professional staff, the Center in conjunction with cooperating ministries and provincial secretaries will provide training for field level personnel such as family planning field workers, employees of rural health centers and agricultural extension agents. Seminars to stimulate listening groups, how to conduct a simple interview, and how to fill in a relatively simple form as part of a survey research effort.

6. Project Outputs

A major output of the project will be the establishment and staffing of the Center, complemented by eight regional offices. Other outputs are that participating ministry and media staff will be trained at various sites for various durations, procedures will be established for mounting campaigns, and village level facilitators will be trained and in place.

The Project offers a unique opportunity to reach rural women and directly affect their perceived and actual role in society. Since one of the high priority areas for campaign development is health education, special emphasis will be placed on preparing messages for women, who traditionally, have had less access to sources of useful information. Given the widespread availability of inexpensive transistor radios in rural areas of Pakistan, men and women will be able to receive programs on an individual or family basis.

Follow-up discussion of selected programs will take place by men and women meeting separately at community centers, schools and individual homes on a regular basis.

F. Project Purpose and Goals

The purpose of the Project is to establish the effective, integrated, coordinated use of mass media in support of programs of the development ministries. The Center will work with the development ministries in bringing about behavioral change among rural audiences through a combined system of mass media and inter-personal communication. The Center will collaborate with the ministries in bringing the benefits of development to village audiences by coordinating and integrating the production of messages dealing with agriculture, health, nutrition education and family planning. By working through its inter-ministerial policy committee, the Center will assist the ministries in coordinating the efforts of extension agents, field workers, teachers and local leaders who will be counted on to establish favorable receiving conditions in rural areas.

The higher level goal of the Project is to improve agricultural, health, nutrition and family planning behavior and practices among Pakistan's rural population. The Center can play an important role in achieving this goal and in supporting the Government of Pakistan's and AID's general strategy of promoting the economic and social advancement of the rural population.

AID-financed priority projects which the JSCC will support include on-farm water management, rainfed agriculture, rural primary education, rural health, rural potable water supply, access of farmers to essential inputs (agricultural inputs loan), population planning and nutritional improvement. Each of these projects aims at enabling a larger segment of the rural poor to take advantage of modern technology and services. Each should increase the participation of villages in the economic development process, and each attempts to accelerate the rate of change from

traditional to modern behavior. It is hoped that the DSCC Project through its rural development oriented campaigns should contribute to the success of each project, and thereby the achievement of the project goals.

This Annex and its attachments are subject to change by the representatives named in Section 8.2 without formal amendment of the Agreement.

Attachment A to Annex L

Page 1

FINANCIAL PLAN

The total cost of this three year Project is estimated at \$1,762,000, of which the Government contribution is the local currency equivalent of \$920,000. The entire AID contribution of \$842,000 is obligated by this Agreement. The Government's principal contribution will be for operational costs which represent 52% of total Project costs.

The AID contribution of \$842,000 is planned to cover the foreign exchange and local currency costs of commodities, technical assistance, training and research and evaluation. AID funds are expected to be drawn down in the amount of \$218,000 in Project year one, \$396,000 in year two and \$228,000 in year three.

The costs of specific project inputs and sources of financing are shown in Attachment A-1.

Foreign Exchange Costs

Foreign exchange costs estimated at \$654,000 will be financed under the grant to include the following components

(a) Project Commodities - \$97,000 for project commodities which the AID Mission will procure through its off-shore procurement section.

(b) Technical Assistance - \$261,000 for technical assistance costs for the long-term advisor (24 MM total) and 30 man-months of short-term technical assistance. Unless otherwise agreed in writing these services will be procured through contracts between the appropriate Government of Pakistan entity and the contractor and will be financed through AID Letters of Commitment issued directly to the contractor.

(c) Training Costs - \$115,400 for financing training of six trainees for 10 months each and three for 24 months and one for four months (two trips). The Government of Pakistan will draw up a detailed training schedule for training of its project staff, identify suitable qualified candidates, develop training objectives and forward formal nominations to AID. AID Mission will arrange the training through its usual system of Project Implementation Orders (PIO/Ps). The round trip international transportation costs

Attachment A to Annex L

Page 2

of trainees are funded by the AID grant. The Government of Pakistan agrees to pay salaries of participants while they are in training in the U.S. and for payment of the local medical examination charges of the participants.

(d) Evaluation and Research - \$12,000 to finance the costs of one foreign consultant for two, one-month periods during the second and third project years for assisting AID and Government of Pakistan in project evaluation. Services will be procured through direct AID contracting arrangements.

The total amount of \$654,000 includes \$121,000 for inflation and \$48,000 for contingencies.

Local Currency Costs

Local currency costs estimated at \$188,000 will be financed under the grant. Costs comprise \$62,000 for locally available commodities, \$70,000 for local support of foreign consultants, and \$7,000 for local consultant costs (plus \$35,000 for inflation and \$14,000 for contingencies.) It is anticipated that the following procedure will be used to finance these costs

After the appropriate conditions precedent for disbursement have been met and the Grantee has incurred eligible local expenses for reimbursement totalling \$50,000 or more, the Grantee may submit to AID an application for reimbursement supported by satisfactory evidence as to the nature of the expenditures, AID will, upon approval of the application, issue a dollar check to the Grantee for the eligible local expenditures. For disbursements after the initial disbursement AID will reimburse the Grantee by issuing a dollar check for subsequent local expenditures totalling \$50,000 or more.

Attachment A-1

SUMMARY COST ESTIMATE (\$000)

Project Inputs	Source of Funds	
	A. I. D.	Grantee
Technical Assistance	329	-
Commodities	159	-
Training	115	-
Evaluation/Research	21	-
Operational Costs	-	920
Inflation and contingencies	218	(Included)
Total	842	920

Note: Cost breakdowns are provisional. Actual amounts to be allotted for each line item may differ from this cost estimate if mutually acceptable to AID and the Grantee.

AGENCY FOR INTERNATIONAL DEVELOPMENT PROJECT AUTHORIZATION AND REQUEST FOR ALLOTMENT OF FUNDS PART I	1. TRANSACTION CODE <div style="border: 1px solid black; padding: 2px; display: inline-block; margin-right: 5px;">A</div> A = ADD C = CHANGE D = DELETE	PAP 2. DOCUMENT CODE <div style="border: 1px solid black; padding: 2px; display: inline-block; margin-right: 5px;">5</div>
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3. COUNTRY/ENTITY <div style="text-align: center; font-weight: bold;">PAKISTAN</div>	6. DOCUMENT REVISION NUMBER <div style="border: 1px solid black; width: 40px; height: 20px; margin: 0 auto;"></div>
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5. PROJECT NUMBER (7 digits) <div style="border: 1px solid black; padding: 2px; display: inline-block; margin-right: 10px;">[391-0407]</div>	6. BUREAU/OFFICE A. SYMBOL B. CODE <div style="display: flex; justify-content: space-around;"> ASIA [04] </div>	7. PROJECT TITLE (Maximum 60 characters) <div style="border: 1px solid black; padding: 2px; display: inline-block; margin-right: 5px;">Development Support Communications Center</div>
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8. PROJECT APPROVAL DECISION ACTION TAKEN <div style="display: flex; align-items: center; margin-top: 5px;"> <div style="border: 1px solid black; padding: 2px; margin-right: 5px;">A</div> <div style="font-size: small;"> A APPROVED O DISAPPROVED DE DEAUTHORIZED </div> </div>	9. EST. PERIOD OF IMPLEMENTATION YRS. <div style="border: 1px solid black; padding: 0 5px;">0</div> <div style="border: 1px solid black; padding: 0 5px;">3</div> QTRS. <div style="border: 1px solid black; padding: 0 5px;">12</div>
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10. APPROVED BUDGET AID APPROPRIATED FUNDS (\$000)									
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY 77		H. 2ND FY		K. 3RD FY	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) EH	600	610		842		-		-	
(2)									
(3)									
(4)									
TOTALS				842					

A. APPROPRIATION	N. 4TH FY		Q. 5TH FY		LIFE OF PROJECT		11. PROJECT FUNDING AUTHORIZED		A. GRANT	B. LOAN
	O. GRANT	P. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	(ENTER APPROPRIATE CODE(S))		1	
(1) EH					842		1. LIFE OF PROJECT			
(2)							2. INCREMENTAL LIFE OF PROJECT			
(3)							C.			
(4)							PROJECT FUNDING AUTHORIZED THRU			
TOTALS					842					PY <div style="border: 1px solid black; padding: 0 5px;">7</div> <div style="border: 1px solid black; padding: 0 5px;">7</div>

12. INITIAL PROJECT FUNDING ALLOTMENT REQUESTED (\$000)		
A. APPROPRIATION	B. ALLOTMENT REQUEST NO.	
	C. GRANT	D. LOAN
(1) EH	842	
(2)		
(3)		
(4)		
TOTALS		

13. FUNDS RESERVED FOR ALLOTMENT	
TYPE NAME (C/NBT, NBR/FM/PRD)	
SIGNATURE	
DATE	

14. SOURCE/ORIGIN OF GOODS AND SERVICES
 000 841 LOCAL OTHER _____

15. FOR AMENDMENTS, NATURE OF CHANGE PROPOSED

FOR PPC/PIAS USE ONLY	16. AUTHORIZING OFFICE SYMBOL	17. ACTION DATE MM DE YY	18. ACTION REFERENCE <i>(Optional)</i>	ACTION REFERENCE DATE MM DD YY
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DRAFT PROJECT AUTHORIZATION AND REQUEST
FOR ALLOTMENT OF FUNDS

PART II

Name of Country/Entity	PAKISTAN
Name of Project	Development Support Communication Center
Number of Project	391-0407

Pursuant to Part I, Chapter I, Section 105 of the Foreign Assistance Act of 1961, as amended, I hereby authorize a Grant to the Government of Pakistan (the "Cooperating Country") of not to exceed Eight Hundred Forty-two Thousand U.S. Dollars (\$842,000) (the "Authorized Amount") to help in financing certain foreign exchange and local currency costs of goods and services required for the project as described in the following paragraph. The project consists of the provision of commodities, technical assistance, training, and research and evaluation for the establishment and initial operation of the Development Support Communication Center (the "Center") (hereinafter referred to as the "Project".) The entire amount of the AID financing herein authorized for the Project will be obligated when the Project Agreement is executed.

I hereby authorize the initiation of negotiation and execution of the Project Agreement by the officer to whom such authority has been delegated in accordance with AID regulations and Delegations of Authority subject to the following essential terms and covenants and major conditions; together with such other terms and conditions as AID may deem appropriate

(a) Source and Origin of Goods and Services

Goods and services financed by AID under the Project shall have their source and origin in the Cooperating Country or in the United States except as AID may otherwise agree in writing.

ANNEX M

Page 2

(b) Prior to the initial disbursement of the Grant, the Cooperating Country shall furnish in form and substance satisfactory to AID evidence that the Center has been created and its Director has been appointed, evidence that an advisor in development communications has been contracted, evidence that project committees acceptable to AID have been organized and members appointed, and written assurances of funding availability to support the Center and its provincial units.

(c) The Cooperating Country shall covenant to establish a joint Government of Pakistan and AID Project Review Committee, to assure that the Center adheres to policies established by the Center's policy committee, and to use its best efforts to prepare development messages aimed at rural women and to recruit and assign qualified female staff members in the Center.

(d) A waiver of U.S. source restrictions allowing a Pakistani consultant to conduct an in-depth evaluation of one or more campaigns is hereby approved.

APPROVE.

Assistant Administrator for Asia

Date: _____