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Trip Report
To Assess the Status of the IEC Component
of the World Bank Assisted
Pakistan Population Welfare Programme
(World Bank Supervision Mission)

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Dates of In-Country Work:
September 8-22, 1985

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Executive Summary

A team of five, headed by the Representative of the PHN Division of the World Bank and specialists in health administration, management and communication, together with the Population Advisor, ODA-UK, and the local World Bank Project Advisor, constituted a Supervision Mission in Pakistan from September 8-22, 1985.

The IEC Consultant was employed by Johns Hopkins University under the PCS contract to represent AID on the mission. He is former President of the Population Reference Bureau, having previously been employed in development communication in India for four years and for six years in charge of a major population IEC research, training and information sharing project at the East-West Center.

The purpose of the mission was to review progress made by the Population Welfare Division (PWD) in key IEC and non-clinical training, plans for 1985-86, and the implementation of intensified population activities and family planning services in selected Family Welfare Centers (FWCs). The IEC consultant was responsible for assessing progress toward staffing, program planning, communication training, materials production, preparation for the arrival of audio-visual vans, film production, mass media use, collaboration with commercial agencies, and interpersonal communication since the previous Bank mission in November and December 1984.

The team was gratified to find considerable progress in staff development as documented by job descriptions, training, program planning, and inter-provincial coordination. On the other hand, nearly one-third of the staff positions in the federal IEC Directorate are vacant and at least that proportion of provincial IEC staff are missing or serving on a less than full-time basis. Deputy district Population Welfare Officers for Communication and Training (DDPWOs (C and T) are fully established only in the NWF province, while in the Punjab and Sind most of them have just gone through the first part of their civil service examinations and must still be interviewed in order to be confirmed. No appointments have been made in Baluchistan.

Under contract with the PWD, an advertising agency in Karachi has provided radio, TV and newspaper ads which have been running since April, except for the newspaper ads which were suspended in July. Unfortunately, negotiations with the agency were largely handled without input by the IEC Directorate, and there has been no coordination with provincial or district staff. Production and distribution of printed materials as agreed under the Bank project are well behind schedule and motivational materials are notably missing at FWCs and other service outlets, particularly those designed for semi-literates and illiterates.

Contrary to commitments, no preparations have been made to receive audio-visual vans, including production of films, training

teams to make film presentations, and scheduling use of the vans.

Major recommendations call for filling key IEC positions, enhancing the capacity of the Population Welfare Training Institutes to conduct communication training, increased use of commercial agencies, simplification of approval requirements in order to provincialize the production of printed materials and rapid completion of plans for effectively using AV vans.

Abbreviations

| | |
|-----------------|--|
| ADGR | Provincial Finance Office |
| AMC | Advisory Management Committee |
| CMS | Continuous Motivation Service System |
| CV | Community Volunteer |
| D.G. | Director General |
| DCTO | District Communication and Training Officer |
| DDPWO (C and T) | Deputy District Population Welfare Officer (Communication and Training) |
| DPWO | District Population Welfare Officer |
| DTCP | Development Training Communication Planning (UN) |
| FP | Family Planning |
| FPAP | Family Planning Association of Pakistan |
| FWA (Male) | Family Welfare Assistant (Male) |
| FWA (Female) | Family Welfare Assistant (Female) |
| FWC | Family Welfare Center |
| FWW | Family Welfare Worker |
| GOP | Government of Pakistan |
| ICCT | Interprovincial Communication Coordinating Committee |
| IEC | Information, Education and Communication |
| MBO | Management by Objectives |
| MCH | Maternal and Child Health |
| NDFC | National Development Finance Corporation |
| NGO | Non-governmental Organization |
| NWFP | North West Frontier Province |
| ODA | Overseas Development Administration (UK) |
| P&D | Planning and Development |
| PC-1 | Project Enabling Document |
| PWD | Population Welfare Division |
| NITR | National Institute of Technical Research |
| PWTI | Population Welfare Training Institute |
| RTI | Regional Training Institute |
| TREC | Training, Research and Education Centre |

INTRODUCTION

The consultant representing AID, served as a member of the World Bank/ODA Supervision team with specific responsibility for assessing the status of the IEC component of the Pakistan Population Welfare Programme. The team leader was Dr. Nydia Maraviglia, and other team members and their affiliations were as follows:

Dr. Sheila Macrae, British Overseas Development Administration
(ODA-UK Representative)
Dr. Mathew Taybeck, Johns Hopkins University Medical School
(Health/Family Planning Administration)
Bashir Parvez, World Bank Project Advisor
BRM, Islamabad (Population Education, Training)
Dr. John Lawrence, Research Triangle Institute (Management)
Dr. Robert P. Worrall, Johns Hopkins University PIP/PCS
(Information, Education, Communication)

The consultant's specific responsibilities were to:

1. Review and provide an update on the status of the IEC component of the project,
2. Assess the extent to which GOP commitments were implemented,
3. Review and comment on the appropriateness of the annual communication strategy,
4. Assess the role of private consultant firms in implementing the IEC strategy,
5. Assess the need for and feasibility of an IEC organization of the type described in the Staff Appraisal Report.

The consultant arrived in Islamabad on September 8 as scheduled and commenced work on September 9. Since the team leader was delayed one day by an air controller's strike, the first day was devoted to meetings with health and population staff in the AID mission and with the ODA consultant on mutual IEC concerns. Meetings with the Secretary, Population Welfare Division; the Director General, Programs; the Director, Family Welfare Centers and the Director of non-clinical Training were rescheduled. Thereafter, the schedule of meetings prepared by Mr. Parvez was essentially adhered to. A meeting on Tuesday with the Secretary was attended by all department and division heads as well as the provincial PW secretaries.

Officials of the Population Welfare Division at federal, provincial and district level were cooperative and helpful throughout the mission.

At the conclusion of the mission the team prepared an aide memoire for presentation to the Population Welfare Division as the basis for the final wrap-up meeting.

Non-World Bank team members experienced some inconvenience in terms of logistical support but were able to meet the travel schedules and appointments.

Highlights of In-Country Work

A. Context for the Assessment

In the process of collecting information on developments in the IEC sector, the consultant took special note of the report of the World Bank Supervisory Mission of November and December 1984. The following observations and recommendations provided valuable context for assessment.

1. "There has been little or no action concerning these issues" i.e. appointment of key staff for the IEC component and assignment of qualified trainers for the training program.
2. "The Population and Development Minister had indicated his intentions to designate IEC and training as 'attached' departments in order to provide better resources and staff but shifted to the position that a Director General position would be created for training and IEC 'was still under consideration.'"
3. "During the past year there has been no decision concerning the appointment of an IEC director acceptable to IDA, and the ODA-UK appointed consultant does not have suitable counterparts" (a dated covenant in the DCA).
4. "The mission suggested that the Population Welfare Division either seek a qualified professional on secondment from another part of the Government or proceed with outside recruitment."
5. "Other positions are also vacant or filled by staff who do not meet requirements. The project has provision for paying higher salaries under contract, but the Secretary has thus far refused to recruit staff on a contract basis."
6. "The main shortcomings of the training component are:
 - (a) staff and management weaknesses of the Training Directorate, with no decisions taken on the content of non-clinical training or to coordinate it with IEC;
 - (b) lack of collaboration between training and IEC -- a key issue for the success of the two components."
7. "Despite repeated insistence by earlier IDA/ODA supervision missions, there is no evidence that the GOP has any intention of appointing staff, undertaking training or implementing the IEC program."

8. "Major constraints continue to be those that existed at the time of appraisal: no professionals or managers, no comprehensive communication plan, severe shortage of qualified personnel and paucity of media and materials support."

9. "Since defederalization another set of problems has been added: no clear planning, management and budgeting procedures and no clarity of leadership at provincial level." (Two-and-one-half years after appraisal, provincial secretaries have not received job descriptions of provincial IEC positions.)

10. "The PC-1 for the IEC Component is now undergoing revision to accommodate the inclusion of a scheme to engage married couples (Mohalla motivation couples) in family planning motivation. Though this addition may eventually be positive, its potential is severely limited by the absence of an IEC organization to implement and supervise such a scheme."

B. Organization and Staffing

1. Job descriptions

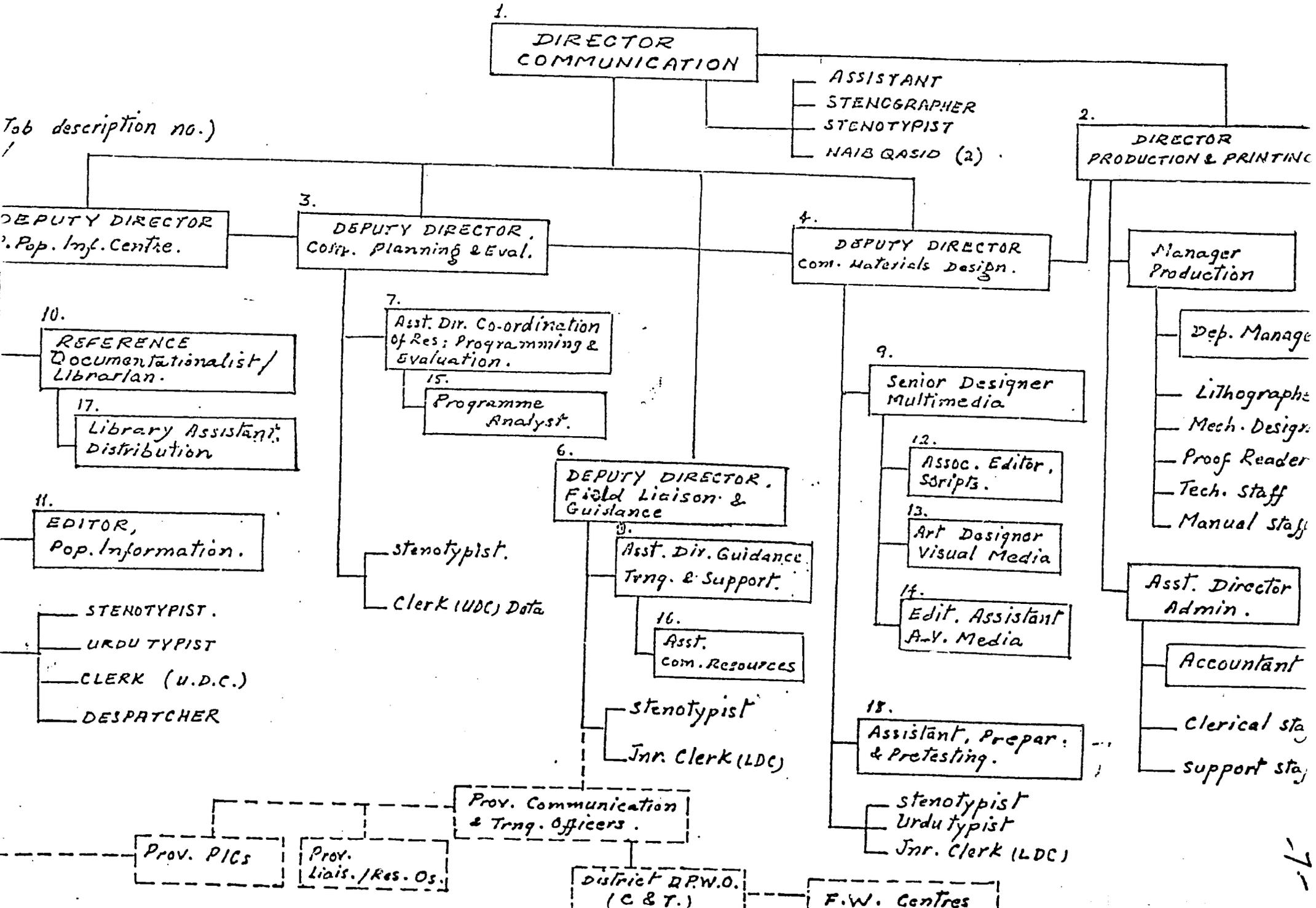
Since the November/December mission, job descriptions have been developed for each of the positions in the federal IEC Directorate and for the Deputy District Population Welfare officers DDPWO (C and T). A separate description of functions and responsibilities was developed for the "Provincial Communication and Training Units" to be performed under the guidance and supervision of the Provincial Population Welfare Director General or his designated officer." These descriptions are uniformly comprehensive statements of the functions and responsibilities of every officer in the IEC staff line.

It appears likely that the ODA-UK Consultant took the leadership role in preparing the job descriptions and that the Director, IEC, and his associates had limited input except for approving the language. The team was unable to determine whether copies of the job descriptions have been provided to the provincial and district level staff as called for, although the IEC Director is on record that they have.

2. Status of Staffing

The team was presented with a table of organization (following page) for the federal communication directorate which includes 34 positions, 13 of which are at grade 16 or above. This is in addition to the Production and Printing Unit located in Lahore, which carries a staff component of 59. Specialized functions are the responsibility of five sections: (1) Pakistan Population Information Centre, (2) Planning and Evaluation, (3) Communication Materials Design, (4) Field Guidance and Liaison,

ORGANISATIONAL CHART - PWD COMMUNICATION DIRECTORATE



and (5) Production and Printing Services.

While the team was assured that an effective IEC organization has been established and is fully operational, a number of weaknesses were identified. Although the Bank and ODA/UK has urged the PWD to establish more vigorous leadership for the Directorate, Iftikar Ali remains in charge. As documented in his bio-data form (attached), Mr. Ali is well qualified by virtue of academic background and is widely experienced in IEC, both within and outside the country. For example, he was a UNESCO consultant both to the Institute of Mass Communication in Nigeria and on a regional basis to the governments of Malaysia, Bangladesh and Sri Lanka. He is not, however, providing the aggressive leadership necessary to contribute adequately to the GOP's primary objectives of (1) raising the level of "population planning practice from 9.5 percent in 1982-83 to 18.6 percent, (2) raise the level of continuous population planning practice from an estimated 6.8 percent in 1982-83 to 13 percent, (3) reduce the crude birth rate from 40.3 per thousand to 36.2 per thousand, (4) prevent 2 million births during the Plan period 1983-88, and (5) consequentially reduce the rate of population growth from an estimated 2.87 percent (1983) to 2.6 percent, all by the end of the Plan period.

In defense of the Director, it is apparent that many of the significant IEC decisions are being made above his head and that he is not included in many discussions which vitally affect the operation of the Directorate. He is under pressure from officials with little or no IEC credentials to make decisions that are questionable on the basis of sound communication theory.

Nevertheless, these factors do not justify the lack of regular interaction between the Director and the Deputy Directors needed to build staff competence and morale and develop program innovation. It seems apparent that the primary officials of the PWD would accept more assertiveness from the IEC Director and would permit greater freedom of action if presented with innovative program proposals. There is reason to believe that the Director, perhaps as a result of rebuffs and frequent changes in IEC policy, too easily accommodates to the actions of officials at higher levels which he perceives to be inimical to the best interests of the IEC program.

The PWC has consistently avoided the issue of bringing in a more forceful director for IEC, either from another government department or a commercial agency person on a contract basis.

There is too little effort to develop evaluative data on the program in order to improve it even though the Deputy in charge of Planning and Evaluation is the strongest of his peers. Liaison with the field is crucial during this period of decentralization but unfortunately the Deputy in charge of field liaison is ineffective and neither of the two professional staff members allocated to the section are in place. The lack of motivational

materials is a serious problem, yet at least one of the five positions in the Materials Design Section is unfilled. Two positions in the Pakistan Population Information Centre, the Documentalist/Librarian and the Editor, Population Information, are vacant.

In contrast, the staff of the Production and Printing unit at Lahore is apparently fully staffed and the Director, Zahur Iqbal Khan, is well qualified and experienced. The Manager of Production, Naeem Mohmood Quershi, who has been in position since the days of TREC, effectively exercises a program of maintenance that preserves the effective life of the printing equipment and maintains a high standard of production, both in quality and quantity. Even so, the equipment is aged and urgently needs replacement.

The PWD claims that "all the 15 approved posts in the Provincial Communication and Training Units are filled," however, this was not confirmed during visits to provincial headquarters at Karachi and Lahore. In Karachi, the team met with Ruckhsana Hamidi, who until recently was head of the GOP population education project, where she distinguished herself. During the meeting she indicated that she now has responsibility for IEC and Evaluation and Planning. The team was provided with a rough chart indicating the status of the Provincial Communication and Training Unit. It was as follows:

| <u>Position Title</u> | <u>Grade</u> | <u>Positions Sanctioned</u> | <u>In Place</u> |
|--|--------------|-----------------------------|-----------------|
| Director, IEC and Training | 15 | 1 | 1 |
| Deputy Director, IEC and T. | 17 | 1 | 1 |
| Assistant Director, Research and Planning | 17 | 1 | 1 |
| Assistant Director, Communication and Training | 16 | 1 | 1 |
| Stenographer | 12 | 1 | 1 |
| LDC | 5 | | |

This is a long way from the 15 in-place staff indicated by the federal IEC Directorate. The team learned that G. M. Memem, who carried the title Deputy Director IEC, has been fully occupied on administrative duties for some time. Another officer, Sadiq Meerza, apparently is available to assist Mrs. Hamidi at a senior level. The pattern, however, of IEC officers holding several responsibilities is especially common in the Sind.

Mrs. Hamedi gives promise of transferring her enthusiasm and innovativeness from population education to IEC. During the visit she arranged a visit to a prominent advertising agency where she proposed several joint activities including film production, a traveling exhibition, a show featuring popular entertainers, and IEC training in collaboration with PWTIs.

Each of these ideas was enthusiastically received by the agency head who is by coincidence also a member of the assembly.

The consultant did not obtain a roster of staff in the Communication and Training unit in the Punjab and was unable to verify how many of the sanctioned positions are filled there. From the organization chart included in the appendix the names of the three principal IEC officers are available. Since the team did not visit Baluchistan and the NWFP, it had to rely on estimates by federal officials who said that all 15 officers except the Evaluation and Planning Head are in place in the former and all are in place in the latter.

District Staffing

It is at the district level that staffing is most unsettled. The GOP's position is that "all vacancies in Punjab and NWFP are filled. In Sind the Posts have been filled on current charge and these officers are likely to retain their positions. In Baluchistan recruitment action has been completed by the Provincial Service Commission and as soon as the result is declared appointments will be made."

The following chart appears to show that all DPWO-T-C positions in the Punjab are filled, but in reality many of the officers are doing other jobs in addition to IEC and in at least five districts grade 16 officers are acting in place of grade 17 officers. Many of the DDPWOs (T and C) have not been confirmed in their positions.

Officer Positions in the Districts of Punjab (Non-technical)

11'

| Sr. No. | District | DPWP (B-18) | | DDPWO (B-17) | | ADPWO (B-16) | | PWO (B-16) | |
|---------|------------|-------------|------|--------------|------|--------------|------|------------|------|
| | | S.S. | I.P. | S.S. | I.P. | S.S. | I.P. | S.S. | I.P. |
| * 1. | Attock | 1 | 1 | 2 | 1 | 1 | 2 | - | - |
| * 2. | B.nagar | 1 | 1 | 2 | 1 | 1 | 2 | - | - |
| 3. | B.pur | 1 | 1 | 2 | 2 | 1 | 3 | - | - |
| 4. | Bakhar | 1 | 1 | 2 | 2 | 1 | 2 | - | - |
| 5. | D.G.Khan | 1 | 1 | 2 | 2 | 1 | 2 | - | - |
| 6. | Faisalabad | 1 | 1 | 3 | 2 | 1 | 2 | 1 | 1 |
| 7. | G.wala | 1 | 1 | 3 | 2 | 1 | 2 | 1 | 1 |
| * 8. | Gujrat | 1 | 1 | 3 | 1 | 1 | 1 | - | - |
| 9. | Jhang | 1 | 1 | 3 | 1 | 1 | 3 | - | - |
| 10. | Jhelum | 1 | 1 | 2 | 1 | 1 | 3 | - | - |
| * 11. | Kasur | 1 | 1 | 3 | 1 | 1 | 1 | - | - |
| 12. | Khushab | 1 | 1 | 2 | 2 | 1 | 2 | - | - |
| 13. | Lahore | 1 | 1 | 3 | 3 | 1 | 2 | 1 | 1 |
| 14. | Layyah | 1 | 1 | 2 | 2 | 1 | 1 | - | - |
| 15. | Mianwali | 1 | 1 | 2 | 2 | 1 | 2 | - | - |
| 16. | Multan | 1 | 1 | 3 | 3 | 1 | 1 | 1 | 1 |
| 17. | M.garh | 1 | 1 | 2 | 1 | 1 | 2 | - | - |
| 18. | Okara | 1 | 1 | 2 | 2 | 1 | 4 | - | - |
| 19. | R.Y.Khan | 1 | 1 | 3 | 1 | 1 | 2 | - | - |
| 20. | Rawalpindi | 1 | 1 | 3 | 2 | 1 | 4 | 1 | 1 |
| 21. | Rajanpur | 1 | 1 | 2 | 2 | 1 | 2 | - | - |
| 22. | Sahiwal | 1 | 1 | 2 | 2 | 1 | 2 | - | - |
| 23. | Sargodha | 1 | 1 | 3 | 1 | 1 | 4 | 1 | 1 |
| * 24. | S.Pura. | 1 | 1 | 3 | 2 | 1 | 1 | - | - |
| 25. | Sialkot | 1 | 1 | 3 | 1 | 1 | 2 | 1 | 1 |
| 26. | T.T.Singh | 1 | 1 | 2 | 1 | 1 | 1 | - | - |
| 27. | Vehari | 1 | 1 | 2 | 2 | 1 | 2 | - | - |
| Total | | 27 | 27 | 66 | 45 | 27 | 57 | 7 | 7 |

There are a number of vacancies in Sind among the sanctioned DPWO-T- staff as indicated by the following chart:

| <u>District</u> | <u>DDWO-TC</u> | | <u>LDC (Grade 5)</u> | | Grade 17 | Grade 5 |
|--------------------|-------------------|------------------------|----------------------|------------------------|-------------|------------|
| | <u>Sanctioned</u> | <u>In Position</u> | <u>Sanctioned</u> | <u>In Position</u> | | |
| 1. Karachi (West) | 1 | 1 | 1 | 1 | - | - |
| 2. Karachi (East) | 1 | 1 | 1 | 1 | - | - |
| 3. Karachi (Sorth) | 1 | - | 1 | 1 | 1 | - |
| 4. Khairpur | 1 | 1 | 1 | 1 | - | - |
| 5. Larkana | 1 | - | 1 | 1 | 1 | - |
| 6. Sukkur | 1 | 1 | 1 | 1 | - | - |
| 7. Shikarpur | 1 | - | 1 | 1 | 1 | - |
| 8. Jacobabad | 1 | - | 1 | 1 | 1 | - |
| 9. Nawabsha | 1 | 1 | 1 | 1 | - | - |
| 10. Sanghar | 1 | - | 1 | 1 | 1 | - |
| 11. Tharparkar | 1 | 1 | 1 | 1 | - | - |
| 12. Thatta | 1 | - | 1 | 1 | 1 | - |
| 13. Hydrabad | 1 | 1 | 1 | 1 | - | - |
| 14. Badin | 1 | - | 1 | 1 | 1 | - |
| 15. Dadu | 1 | - | 1 | 1 | 1 | - |

To summarize, it appears that DDPWOs (C and T) are only fully established only in the NWF province, while in the Punjab and Sind most of them have gone through the first part of their civil service examinations and await interviews necessary to confirm them in post. No appointments have as yet been made in Baluchistan.

C. Strategy Development

The long-term objective of the IEC component is: to provide communication support to the achievement of the Population Welfare Programme goal of bridging the gap between awareness and practice and therefore double the continuous users rate during the Plan period.

The immediate objectives are: to increase public knowledge of population problems, to motivate people to adopt measures to promote family planning targets, to remove the misconceptions and prejudices against population planning conditioned by tradition and customs, to relate population welfare themes with MCH services, better health, nutrition, education, and other aspects.

Eight specific programmatic objectives have been identified:

1. To create awareness about the quality of life for the material and spiritual welfare of the family, to inculcate responsible parenthood.
2. To lay emphasis on age at marriage, spacing of children, and to promote female literacy both through formal and adult literacy programs.
3. To reach target groups, the community at large, and eligible couples through interpersonal approaches.
4. To encourage greater participation of community groups in the programming, implementation and management of family welfare activities as part of overall communication development.
5. To improve family planning services and performance through continuous training of volunteers concerning information, education, and communication.
6. To enlist mohallah motivation couples on an experimental basis in six districts in four provinces to try innovative techniques in interpersonal communication.
7. To develop coordination links with grassroots level workers of line departments and involve them in the overall scheme of interpersonal communication.
8. To increase overall programme efficiency through communication in program planning, evaluation and management.

Priority target groups are:

- Fertile couples
 - with no children
 - with one or two children
 - with more than two children
- Young people of marriageable age
- Potential innovators and opinion leaders in grassroot communities, mohallahs, villages
- Field workers of population welfare planning and relevant agencies
- Planners and other authorities in society as well as Government

Communication methods to be used:

- Interpersonal communication
- Participatory communication
- Printed material
 - verbal and non-verbal
- Radio
- Television
- Film
- Audio-visuals
- Traditional media

Themes and messages

- Importance of nourishing quality of mother's milk for child feeding and child spacing
- Raising age of marriage
- Responsibility of the father for the welfare of his wife and children
- Improved status of women
- Mother and child health
- Nutrition of the growing child
- Female literacy both through formal and informal literacy

D. Program Planning

The enabling document for the IEC component is the PC-1, a copy of which accompanies this report. The PC-1 is the blueprint for the IEC campaign 1984-1988. It specifies the budget; describes the strategy and program; specifies channels, themes, and messages; defines the organization and staffing, explains the extent to which particular media and methods will be employed, outlines evaluation procedures and lays out the master work plan.

The attached PC-1 has been revised several times, most recently in July 1985. It was approved by the CDWP in May 1985 and subsequently by the Chairman of the Executive Committee of the National Economic

Council (ECNEC). This apparently is not a guarantee that it will not be revised again because it has not been approved by the full Council and that might take a year.

The master work plan included in the PC-1 is elaborated more fully in a document available in the IEC Director's office. It provides print run figures on materials and publications, units responsible for activities, and the implementation schedule.

The decisions to decentralize the program and move the main body of the Communication Directorate to Islamabad represented a major administrative change and one which has taken time to adjust to. The problem has been exacerbated by the lack of full staff complements at provincial and district level.

Major steps have been taken during the past year in creating greater liaison between federal and provincial offices and integrating district officers into program planning. The Deputy Director for Communication Planning and Evaluation along with the ODA-UK consultant visited all provincial offices during the first quarter of 1985 to explore ways to revitalize the communication program. In April with the approval of the Provincial Secretaries, the Interprovincial Communication Coordinating Team (ICCT) was formally established. It is composed of the Director, IEC, federal directorate; Deputy Directors IEC, Punjab, Sind, NWFP and Baluchistan; Deputy Director, Field Liaison, Deputy Director, Communication Planning and Evaluation and the ODA-UK Consultant, IEC Directorate, Islamabad. Other staff of the federal directorate are to be co-opted for any session dealing with matters of their specific concern. Quarterly meetings of the ICCT are planned.

A second significant program planning development was the convening of workshops organized by the relevant PWTIs and involving DPWOs and DDPWOs (C and T) with representation from provincial communication and training units and the federal IEC directorate. Six workshops were held between late April and the end of July. Two more are scheduled for early fall. Each workshop focussed on the following subjects: (A report on one typical workshop is appended to this report.)

1. Assessment of the human and material resources needed to implement the IEC programme
2. Identification of communication problems and needs and formulation of objectives
3. Development of district work plans
4. Discussion of operational procedures

In addition to bringing federal, provincial and district level IEC staff together to share experiences and identify problems, the workshops were intended to build a national plan comprising the sum of provincial and district plans. The Consultant was gratified to see a summary of district plans in the communication and training unit at Lahore, which presumably will be forwarded to Islamabad along with those from the other provinces.

It must be recognized that planning without consistent financial and logistic support may accomplish little. There are many reasons why this somewhat idealized planning process may yield few results, among them the low morale of staff, lack of transportation, and bureaucratic barriers such as the requirement for higher level approval for relatively routine activities, inadequate funds to do the work, dilution of IEC staff resources with other work, etc. The question also remains whether the process of program planning workshops which had heavy input by the ODA-UK consultant will be continued after he leaves. Regardless, however, of these considerations, the establishment of the ICCT and the initiation of district level workshops for interaction between federal, provincial, and district level staff and the program planning opportunity they provide may be the most significant IEC accomplishment during the past

Follow-up technical workshops intended to update such skills as use of audio-visual equipment, management of film shows and motivating community volunteers, advisory management committees, and FWC staff are planned for the coming year.

E. Training

The need for training all those who have responsibility for motivation, particularly the DDPWOs (C and T) reveals a significant weakness in the organizational structure of the PWD. First, the responsibility for non-clinical training rests in a separate directorate which administers the PWTIs which in turn have the responsibility for communication training but lack the skills to do it. This is not intended as a recommendation to abolish the Directorate of Non-Clinical Training, but instead to build the capability of the PWTIs to perform behavioral training as described in greater detail later. The second weakness relates to the location of FWC administration in yet another separate directorate. Since the FWCs are the focal points for interaction with community-level clients including not only the CVs and the AMCs but those whom the program wishes to influence regarding family size, spacing and contraception, they are key links in the IEC chain, yet IEC staff have no supervisory responsibility over FWC staff. The DDPWO (C and T) is expected to influence the work of the FWC (male) but the communication (motivation) responsibilities of other FWC staff are also significant. The DDPWO (C and T) necessarily suffers some schizophrenia since he must answer to both the Communication and the Training Directorates.

It is not surprising that the team was told the DDPWOs (C and T) are spending 80 percent of their time on training and only 20 percent on communication. (In many cases these percentages are further reduced by other responsibilities.) This emphasis on training is no doubt related to the fact that there are three PWTIs located at provincial and, in the case of the multan, at sub-provincial level, whereas there are no corresponding communication units other than the federal Directorate and the Provincial C and T units, and in the latter case the concentration on both training and communication is diffused by competing responsibilities.

The GOP issued a compendium of "training outlines for non-clinical training" in 1984 which describes the duties, purpose, training content, frequency and duration of training for 12 categories of staff. (Copy appended to this report). An examination of the outlines for two key IEC staff DDPWOs (C and T) and FPWAs reveals a substantial behavioral component in the training. Unfortunately, the consultant's assessment of the capacity of the PWTI staffs to carry out this kind of training is negative. The concept of communication training characterized by the integration of interpersonal communication skills with the use of media is lacking in the PWTI staffs. Teaching aids and audio-visual equipment are generally not in evidence at any of the three PWTIs visited and conversations with the staffs revealed that lecturing is the chief training method.

A copy of a planned three-week orientation/training program for FWAs (males) in September at the PWTI (Multan) (copy appended to this report) includes a demonstration of AV aids and a film, however, no such equipment was seen during the team's visit. Communication input is otherwise limited to a session entitled "Interpersonal Communication and Appropriate Media" which is to be presented by the OKA-UK consultant. It should be said, however, that sessions on "socio-cultural constraints in promotion of the Population Welfare Program," "how to involve the community in program development" and field visits are also important constituents of communication training.

The study of communication as a discrete field is not well developed in Pakistan and therefore not only is the concept not understood but there are few resource people available to the PWTIs. The Lahore PWTI has used faculty members from the University of Punjab Journalism Department but such schools are generally not development oriented. One of the Institute's Senior Instructors, Nawaz Roomani, recently attended a developmental communication workshop at the College of Community Medicine at Punjab University, jointly sponsored by UNICEF and the Ministry of Health and Social Welfare. The workshop was conducted by the Development Training and Communication Planning Programme of the UN headquartered at Bangkok. The chief consultant was Dr. Joe Jevort, a faculty member at Iowa State University, a leader in development communication. The team recommended that the Government consider developing a relationship with DTCP as a means of training the PWTI staffs in communication. The Bangkok unit has a sound reputation for conducting train the trainer programs.

F. Campaign Implementation

1. General status

Although a "master plan" for 1984-85 IEC activities at all levels was developed, little of it was accomplished due among other factors to lack of strong leadership at the federal level, missing and otherwise tentative staffing at all levels, real or perceived sensitivity on the part of the public to the purposes of the Population Welfare Programme and unclear procedures for transferring funds from federal to provinces and to districts in

support of IEC objectives. Clearly the use of mass media from late 1984 to early 1985 during the elections was not permitted. To the Government's credit, when the use of radio, TV and newspaper advertising was re-established following the election, the creative responsibility was contracted to an advertising agency.

On the negative side, the Communication Directorate was allowed minimal participation in the negotiations leading to the contract and in reviewing and approving the content and design of the messages. The provincial and district level staff had no advanced information about the media campaign and thus no opportunity to link their activities with it.

In sum, while the federal authorities purport to decentralize the Population Welfare Programme, the development of a mass media campaign separate from the infrastructure of provincial and district IEC staff and resources is a step backward to an approach that failed in the past. Failure to involve the IEC Directorate fully only intensified the feelings of inadequacy and frustration of the staff.

2. Use of Radio, Television and Newspapers

Fifteen-minute radio dramas featuring a well known entertainer, D. H. Nizam Din, were started on April 15, 1985, and continued for several weeks airing on the Lahore, Rawalpindi, Quetta, Multan, Peshawar, Hyderabad and Karachi stations. They were apparently discontinued because the artist was unwilling to participate in scripting the programs. Sixty-second spot announcements were initiated April 16 airing at 12:45 p.m. and 7:50 p.m. and have continued. Both 60-second and 30-second TV spots have been aired twice daily since April 25 in Urdu and English at prime time, 8:25 and 9:00 p.m. The radio and TV spots feature the following messages:

- In a small family everyone is healthy
- Children grow in an atmosphere of love and affection
- There is no friction between husband and wife
- Let everybody know the secret of a happy home
- All young and all old can get education
- The education of girls contributes toward the welfare of generations
- We show the path to a bright future
- For you, your family and your country, cooperate with Population Welfare Programme

Ads in Urdu and English appeared in 11 national newspapers beginning April 10 and increased to 44 national and regional newspapers during May and June before being cancelled in July, ostensibly at the request of the President. (Copies of the ads are available at the JHU/PCS Media/Materials Collection.)

All the radio, television and newspaper ads were prepared by SASA Advertising Agency of Karachi, which appears to have had no previous experience in the promotion of social development. For example, SASA was not included in the list of agencies to which tender documents for the proposed social marketing project were submitted.

It seems likely that the PWDs involvement with SASA will expand in the future based on meetings held in July and September. In the July meeting, in addition to projecting the radio and television ad campaign and making plans to reestablish newspaper ads, the agency presented artwork for six posters and dummies of calendars specific for each province. Additional creative work on the following IEC materials was discussed:

- Signboards for FWCs
- Directional signs for FWCs
- Letterheads
- Brochures
- Stickers
- Cinema slides
- Exhibitions

It was significant that in the July meeting the Secretary who chaired the meeting suggested that the agency should now adopt "a more direct and hardsell approach" and develop a fresh mass communication campaign to run for a period of two quarters, August-December 1985.

Reaction to the mass media campaign from the local level has been adverse largely on the basis that it is not culturally sensitive and does not fully recognize language differences. The head of a rival agency, one which devotes an estimated 20 percent of its time to development work (MNJ Communication Ltd., Karachi) criticized the campaign because the presentation is not changed often enough to maintain interest, the ads reflect undue fear of mullah retribution, the messages would be more effective if integrated into a dramatic presentation, and some references to women are degrading.

From an administrative point of view, it seems inefficient that the negotiations as well as continuing relationships with the agency are handled at the Secretary level. Indeed at the outset, at least, the Minister approved the specific design and language of the ads.

From the point of view of program the mass media campaign tends to bifurcate IEC efforts into mass methods as over against large group, small group and individual methods. This becomes especially significant during the provincialization of the program when it is essential to build the importance of local efforts.

The costs of using a commercial agency have exceeded projected IEC cost estimates and the 1984-88 budget has apparently been revised upward from Rupees 97 to Rupees 138.5 million.

3. Print Materials

The GOP has substantial experience with the use of printed materials in its IEC programs. The capability for producing materials was developed during the 1960s notably with Swedish Government assistance. Between 1970-75 large printings of materials were produced and distributed in support of the continuous motivation program (CMS). However, as the CMS program fell into disrepute, printing activities diminished and have not recovered even though the World Bank assisted project includes a major printing component.

One of the consultant's early visits was to the Production and Printing unit at Lahore described earlier. The list of materials printed from January 1, 1984 to date (copy appended to this report) reveals that the unit is occupied to a considerable extent with producing administrative materials, i.e., letterheads, invitation cards, speeches, telephone directories, etc. On the other hand, the unit is also asked to produce lengthy manuals such as the FWC manual, which often preempts other work. For example, a manual for DDPWOs (C and T) is supposedly being prepared in Karachi consisting of 250 pages and will require a month to print. Motivational materials, particularly for semi-literate and non-literate clients, are largely missing from the production list.

A status report entitled "Communication Strategy of the Population Welfare Programme of Pakistan issued by the PWD on May 9, 1985 refers to only three printed materials designated for production and for distribution, presumably between January and the end of the 1984-85 fiscal year, June 30. They were (1) calendars on a district basis listing the locations of family welfare services (120,000), (2) four-page calendars for opinion leaders (25,000), (3) diary-cum-purses (30,000), and (4) Chinese handfans with Urdu slogan (200,000).

Only the calendars appear on the Production and Printing Unit list. In subsequent visits to PW offices and FWCs, the team saw the district version of the calendars but not the opinion leader version. A second calendar devoted to breastfeeding and other aspects of child feeding was seen but does not seem to fit the description of an opinion leader version. The diary-cum-purse and the Chinese handfans were seen at some PW offices and FWCs.

The oral pills booklet for FW workers included on the Production and Printing Unit list was seen at some FWCs and a low cost leaflet describing all available contraceptive methods was seen at all FWCs visited, although it had to be requested at one or two. It appears that the diary-cum-purses were printed on behalf of the PW programme commercially.

The consultant during visits to two FWCs each in Punjab and Sind made a special effort to determine what printed materials were available and in what quantity. In addition to the recently produced materials mentioned above, a variety of booklets on topics like "Immunization of Small Children", "Childhood Illnesses", "Clean Water", "Fly Control", "Food for Children", "Good Health", "Care During Pregnancy", "You and Your Midwife", "Being a Good Wife", "Being a Good Husband", and "Code of Life" (Islamic principles) were found at several locations. None of them appears on the list provided by the Production and Printing Unit, and it was almost impossible to determine their origin. One explanation was that they are provided under the Adult Literacy Program of the Ministry of Education. External, presumably AID funds, are involved. Some of the materials found at FWCs printed in languages other than English and difficult for the consultant to read are probably hold overs from the earlier programme, perhaps as early as the 1960s.

The private association is outdoing the Government in terms of the variety and attractiveness of printed materials. The FPAP has, for example, appealing pamphlets on each of the contraceptive methods which are well illustrated and suitable for semi-literates and non-literates. The FPAP also seems to understand how to accommodate to Muslim sensitivities better than their PW counterparts. For example, the Association uses Islam quotations on each of their very attractive posters and the team was told that they are well received, even in traditional areas.

4. Audio-Visual Vans and Films

AV vans and films are described together because the production of new films has been linked by the FWD with the availability of AV vans under the World Bank assisted project. The consultant coordinated with the ODA-UK Representative in the exploration of AV vans and films since ODA is the donor. As the aide memoire stated, 54 vans were agreed upon at the time of project preparation, but based on the mission's assessment of the GOP's readiness to effectively utilize vans, the number has been reduced to 24. The previous mission made clear that the delivery of vans depended on the development of a plan to retrain teams of district staff to conduct film showings, district plans for scheduling such showings and the production of new films for use in the vans.

None of these steps has been taken although the IEC Director stated that 15 scripts were ready to have tenders submitted for production as soon as he could be assured the vehicles would be delivered. During conversations in the Punjab, the IEC staff contended that film showings are still being made using projectors from the previous program and vehicles available from the DPWO.

The mission recommended the following:

| | |
|--|-----------|
| One AV van to each of the rural World Bank Districts for intensive input (where the original district is now sub-divided, the van is to be shared on an administratively acceptable basis between new districts, e.g., Kohat, Multan). | 10 |
| One to each provincial PWD in Baluchistan, NWFP and Sind, and two to Punjab for distribution to non-Bank Districts most active in IEC | 5 |
| One to Multan PWTI for pilot use in PWTIs | 1 |
| Two to NGO Council for distribution to two NGOs most active in IEC | 2 |
| Two to FPAP for use in two zones as pilot for use in five zones in existing active IEC programme | 2 |
| Four to PWD for distribution to districts, PWTIs, RTIs or NGOs as considered appropriate. | 4 |
| | <u>24</u> |

The other 30 vans will not be converted to AV vans but will hopefully be equipped with seating and supplied for general transportation purposes and possible use in film showings. The team noted that 41 16 mm projectors, 41 projection screens, 49 generators, 43 projector stands and ample spare parts are available in the PW warehouse in Karachi and could be used in connection with the non-adapted vehicles.

The IEC Director was urged to proceed with the production of films as a prerequisite for the delivery of vehicles as well as to initiate action on the part of provincial offices to ensure the driver/projectionists are in place in the districts where vans will be located and that training of those who will participate in film showings is scheduled.

The FPAP has developed a proposal for acquiring new AV vans which contains a valuable assessment of their past experience and recommendations for effective use of the vehicles.

5. The Mohallah Motivation Scheme

The Mohallah Motivation Scheme was launched in April as an experimental effort to enlist couples in six districts in the four provinces to motivate family planning acceptors. The Plan is reminiscent of the Continuous Motivation Plan couples of the 1970s, and Sialkot District selected for the new Plan was also a CMS District. Couples are to devote four hours per day and be

responsible for motivating 500 couples per year for which they will be paid Rs 100 per month plus a commission on sales of contraceptives. Although the Scheme was mentioned by a variety of PW staff during the mission and the PWTI of Karachi trained 80 couples during 1984-85, it is safe to say it is only underway in any significant sense in one district. Expenditures by provincial offices for the program are insignificant to date.

6. The FWC as a Motivation Center

Not until the DDPWOs (C and T) are fully in place and trained does it seem likely that the FWC will play an important role in motivation. This is because the FWW (male) is the only FWC staff member with responsibility for motivation, and he is not likely to take much initiative without encouragement from the DDPWO (C and T).

Presently there are few tools, e.g., AV aids and motivational materials at the disposal of the FWW (male). The Counsellors observed at four FWCs are impressive but they are clinically oriented and not likely to take a strong role in motivation.

The involvement of AMCs and CVs obviously has a potentially significant effect on the activities of the FWC. The increasing tempo of training of these categories of personnel should begin to result in correspondingly higher levels of activity at the FWCs soon.

The opportunity to link film showings with FWC activities is a potential stimulus to motivation, but this also awaits PWD action.

G. Expenditure Status

As indicated earlier, the PC-1 now proposes Rs 138.491 for IEC from 1984-88. This includes the following foreign exchange component:

| | <u>In Millions</u> |
|---------|--------------------|
| 1984-84 | Rs 16.680 |
| 1985-86 | Rs 53.411 |
| | <u>70.091</u> |

Actual expenditures since the beginning of the project are reported as:

| | <u>In Millions</u> |
|--------------------------------------|--------------------|
| 1982-83 | Rs .708 |
| 1983-84 | Rs 8.411 |
| 1984-85 | Rs 12.500 |
| Expected expenditure for 1985-86: | Rs 51.000 |
| | <u>72.619</u> |
| Total World Allocation | Rs 66.654 |

The expenditure for the Mohallah Motivation Scheme has been minimal against the budget estimate -- .870 million of 15 million as of the end of fiscal 1984-85.

Expenditures for printed materials are also very low at 3.118 million against 22.110 million estimated.

Although expenditures for radio and television are less than the estimates in the PC-1, they exceed the amount in the ADP for 1984-85 as indicated below.

| <u>ADP Allocation</u> | | <u>Expenditure to Date</u> | |
|-----------------------|---------|----------------------------|--|
| Radio | Rs .400 | Rs .908 | |
| Television | Rs .200 | Rs 2.555 | |

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H. Observations and Recommendations

1. Introduction

Although there have been significant developments in the IEC component since the November-December mission, the sobering fact is that with one year remaining in the Pakistan Population Project, the organizational and logistical infrastructure is largely undeveloped. Any set of realistic recommendations must necessarily be on a relatively high level of generality. For example, it is essential that the FWA (Male) have regular interaction with the DDPWO (C and T) in order that motivational activities focussing on the FWC be maximized however, that will not be possible until the DDPWOs (C and T) are confirmed in their positions and receive additional training.

2. Staffing

Nearly one-third of the sanctioned positions in the Federal Directorate, and probably more in the provincial communication and training units, are vacant. Only the Punjab has a full-time senior communication and training officer and Baluchistan has no DDPWOs (C and T). Most of the latter in the Punjab and Sind are yet to be confirmed, and many are at least in part occupied with non-IEC work.

Recognizing that personnel procedures must run their course, it is essential that these vacant positions be filled as quickly as possible and with the best qualified people. Key vacancies in the Federal Directorate should be filled without delay and serious thought should be given to recruiting from outside the Planning, Development and Finance Ministry. In particular, the leadership in Field Liaison and Guidance should be strengthened.

3. Training

The performance and potential of the three PWTIs varies greatly, Lahore maintaining the highest volume of training, Karachi with more staff stability, but less accomplishment, and Multan off to an impressive start and giving encouraging attention to evaluation procedures. In general, the institutions lack both the equipment and the training to incorporate teaching (training) aids into their programs. Most seriously from an IEC viewpoint, there is little understanding of communication principles and practices and their incorporation into the training, particularly of IEC staff.

Given the limited development of communication study in Pakistan universities, the PWD should consider entering into a relationship with an agency which specializes in development communication planning and training like the UN Development Training, and Communication Planning Programme located in

Bangkok (DTCP). DTCP or another qualified institution, perhaps a university, should be contracted to evaluate the PWTI programs in terms of their effectiveness in communications training. Following this, representatives of such an institution should become short-term resident consultants both to upgrade the communication skills of the staff and to train trainers.

In the meantime or as a possible alternative, the PWD should explore the availability and feasibility of using commercial agency specialists to increase the behavioral content of PWTI training activities.

4. Organization and Planning

Possibly the most significant accomplishment during the past year has been the development of the Interprovincial Communication Coordinating Teams (ICCT) and the inter-district workshops bringing together key federal, provincial, and district IEC staff for exchange of experience, assessment of IEC resources and program planning. Plans to convene the ICCT quarterly should be implemented and the proposed second series of workshops focussing on technical IEC skills should be carried out. The deputy director for field liaison and guidance and the directors of both FWC and training should routinely attend these meetings. The goal of developing district work plans to be integrated with those from other districts to form provincial work plans followed by the integration of provincial plans into a "ground up" federal plan should be continued.

5. Use of Commercial Agencies

The PWD is to be commended for its initiative in affecting a relationship with a commercial agency for the creative components of the mass media campaign. This plus the decision to undertake a social marketing program in 1986 should open the way to a variety of innovative applications of advertising and marketing in the Population Welfare Programme. During the exploration of agency capability leading to the selection of the M/S, D.J. Keymer and Co. of Karachi to handle the social marketing program, some 18 agencies were identified which were deemed worthy of receiving tenders. Based on this research plus the consultant's exploration during the mission reveals a variety of potential PWD private agency collaboration.

The PWD should assess the capabilities of commercial agencies not only to perform the creative input for radio, television, newspaper and magazine information and motivational activities, but also for exhibitions, films, other AV materials and special events. On a pilot basis the PWD should test the feasibility of an association between one PWTI and an agency for the purpose of building its communications training capacity including the development of innovative training aids and training the trainer techniques.

Such use of commercial agencies should not, however, be done at the expense of an integrated national campaign in which the use of mass media provides support for and promotes the activities of front-line workers and strengthens the IEC staff line from the center to the periphery. A prerequisite of agency collaboration should be the participation of their representatives in ICCT meetings as appropriate as well as inter-district meetings from time to time.

6. Print Materials

The capacity to design and produce effective and attractive printed materials running the gamut from posters to motivational brochures to materials is one of the strengths of the Pakistan programme. Although the Production and Printing Unit at Lahore is handicapped by aging equipment, it remains a well run operation which is getting good production out of available resources. The decision to create a separate unit within the IEC Directorate for materials design was sound, especially in view of the unique needs of television, film, and other AV media. At the same time, there is need to provincialize and even delegate appropriate materials production to districts. To do so will require simplification of procedures for obtaining approval and transfer of funds far beyond anything which now exists.

Progress toward the ambitious materials production goals of the World Bank assisted project has been very slow. In particular motivational materials are especially scarce, and low cost leaflets, booklets and other handouts suitable for semi-literates and illiterates are almost non-existent except for those of the private association.

The PWD should reassess the publication plans agreed on in early negotiations with the World Bank in terms of how provincial offices can take a larger role, the scope for contracting design and production to commercial agencies and increasing the contribution of the Production and Printing Unit in Lahore by more careful screening of the work assigned there.

7. Audio-Visual Vans and Film Showings

Film shows both in the over 800 cinema houses of Pakistan and in open air showings is a major source of recreation. Beginning in 1977 with the donation of AV vans by AID, the PWD made effective use of films for informing and educating rural people. Understandably, the vehicles have long since become inoperative and in most cases the projection equipment is also defunct. Replacement of the vehicles was selected by ODA-UK as part of its participation with the World Bank in current funding.

During the mission the subject of the vans was a frequent topic of conversation and especially in the Punjab the provincial staff pressed the consultant and the ODA-UK representative to commit the delivery of vans. In the Punjab the team was shown

district reports of continuing film showings ranging in frequency from 5 to 10 showings per month with audiences totaling as much as 1000. Apparently some districts have been able to preserve projection equipment and vehicles otherwise available in the program. There was less enthusiasm in Sind and indeed the acting IEC head indicated that the driver/projectionists had been reassigned and to start up film showings would require both recruiting and retraining.

The admonition of the ODA-UK representative in November and December that the delivery of AV vans depended on the development of a plan for their use including training of a team to support film showings has not been heeded. Instead the IEC Director takes the position that such planning will begin when the commitment to deliver the vans is made. By the same token he is delaying submitting tenders for films until the vans are assured.

Clearly, the recommendation in this connection is that the IEC Directorate should without delay develop in cooperation with the provinces a plan for effectively using AV vans, one which recognizes that driver/projectionists are missing in many cases and that those who introduce films need to know their content. The effective use of films obviously includes good introductions and follow-up such as discussions, meetings with local special interest groups like CVs and AMCs and solicitation for contraceptive sales and salespersons.

The PWD should consider using the existing projectors, screens and generators now lying in the warehouse in Karachi with the 30 ODA-UK vehicles which will not be adapted to the extent teams can be trained to justify such use.

8. Mohallah Motivation Scheme

The concept of mohalla motivation couples and the decision to initiate the scheme in six districts was built into the national IEC strategy after the original PC-1 was approved. There has been no clear cut decision concerning who is responsible for recruiting the motivators and supervising and evaluating their activities. If the responsibility falls on the DDPWO (C and T), he is likely to be ineffective, given his existing duties. The PWD should make specific arrangements to assign staffing responsibility in the six selected districts in order to give the scheme a fair test.

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