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TRIP REPORT:

VISIT TO ISLAMABAD, PAKISTAN

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Population Communication Services

Dates of In-Country Work:
May 23 to May 30, 1986

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EXECUTIVE SUMMARY

Dr. Phyllis T. Piotrow, Director, Population Information Program and Principal Investigator, Population Communication Services, The Johns Hopkins University, visited Islamabad, Pakistan, May 23 to May 30, 1986. The purpose of the trip was to work with Mr. Richard K. Manoff, President, and Mr. Ivan Lancaric, of Manoff International Inc., an advertising firm with Asian social marketing experience, to assist the Population Welfare Division of the Government of Pakistan (GOP) to draw up tenders for a contract to be let to a Pakistan advertising firm to carry out a Mass Media Communication Project. The project would utilize radio, television, print, and other promotional materials for messages throughout the country relating to smaller families and other actions designed to reduce fertility.

The major recommendations made to the GOP and AID/Islamabad were:

1. to contract with two private sector agencies, first a market research organization to gather qualitative data to help develop a mass media strategy and then an advertising agency to design and to implement the campaign;
2. to delay selection of the advertising agency until a full report is available from the market research organization to serve as the basis for soliciting bids from and evaluating responses from advertising agencies. This would delay launch of the campaign from August 1986, as originally expected, until spring 1987;
3. to continue the present campaign, with existing agencies and with modifications based on some audience research, until the new campaign is thoroughly prepared; and
4. to provide continuing technical assistance as needed to the GOP and the market research and advertising agencies to develop and support the Mass Media Communication Project.

These recommendations, contained primarily in Appendix A, Recommendation, An Alternative Approach to selecting an Advertising Agency for the Communication Plan 1986-1987 and 1987-1988 of the Public (SIC) Welfare Department of the Government of Pakistan, were tentatively agreed upon for presentation to the Minister of Planning for final approval. Plans for financial support and technical assistance to support this revised plan will have to be further considered by USAID.

LIST OF ABBREVIATIONS

EPI	- Expanded Programme of Immunizations
GOP	- Government of Pakistan
NDFC	- National Development Finance Corporation
NGO	- Non-Governmental Organization
NIPS	- National Institute for Population Studies
PWD	- Public Welfare Division
USAID	- United States Agency for International Development

BACKGROUND

This trip by Dr. Phyllis T. Piotrow, Director, Population Information Program, (PIP) and Principal Investigator, Population Communication Services (PCS), The Johns Hopkins University, was a follow-up to the consultancy of Daniel Lissance, Manoff International Inc. (MII), February 17-27, 1986. It was in response to a request from USAID/Islamabad for technical assistance from JHU/PCS in preparing a tender for an advertising firm to implement a Mass Media Communication Project. Other team members were Richard Manoff, President, MII, and Ivan Lancaric, also of MII.

Since the background for the communication project is well described in the Lissance trip report of February 17-27, 1986, this report will cover only the events and conclusions of the current trip.

After arrival and excellent debriefings by Ray Martin, Director, Population Health and Nutrition Division, USAID, and Dr. William Jansen, Population Officer, the team learned that a draft tender document had been prepared for review by the National Development Finance Corporation (NDFC), a semi-government agency which would serve as an intermediary in financial and management dealings with private-sector commercial agencies. At meetings with Mr. Kareem Iqbal, Secretary, Population Welfare Division, and members of his staff, it was agreed that the team would review the draft tender, make comments or suggestions, and present recommendations prior to the departure of Dr. Piotrow and Mr. Manoff Thursday evening.

Two documents were prepared. Appendix A, An Alternative Approach outlined the ideal procedure, including a substantial amount of market research initially to learn more about the intended audiences, male and female, rural, low-income urban, and their concerns. This research could then serve as the basis for a tender to advertising firms to develop a campaign to meet these needs. Appendix B, Manoff International Recommendation Draft was a modification of the draft tender prepared by the NDFC, calling for both a market research firm and an advertising agency but not modifying the originally planned timetable.

After considerable review and discussion at a meeting with Mr. Iqbal and his staff and including Dr. William Jansen of USAID/Islamabad, Mr. Iqbal decided to follow Appendix A, An Alternative Approach. It was clear that the best process for selection of an advertising agency would be to request bids for a campaign based on the findings of the initial research and to evaluate the agencies on the basis of their response to the specific message and media needs identified by the market research. It was also clear that substantial time would be required to do the necessary research and to develop sound and effective mass media messages and supporting materials. Thus a full-fledged new campaign could probably not begin until Spring of 1987. Mr. Iqbal indicated that the Minister, Mr. Mahbubul Haq,

wanted to proceed as rapidly as possible but agreed to recommend the Alternative Approach to Mr. Haq.

Some problems may arise with respect to USAID funding since the Project Paper Amendment now being processed by USAID to provide an additional \$5.7 million for mass media communication can support only a campaign based on careful market research (see Appendix C). The current campaign, not based on market research, will be tested somewhat and modified, but it will have to continue until Spring of 1987 when new materials should be ready. Funds to support this on-going campaign cannot come from USAID's new project but will have to utilize World Bank funds or other GOP funds. Exactly how these funding needs will be covered was not resolved. Continuing technical assistance to guide the market research, selection of an advertising firm, and development of materials will be covered in some form under the new AID Project Paper. A detailed account of the discussion with GOP officials in the PWD, the background for the communication campaign, the conclusions reached, and the recommendations of Manoff International Inc. are covered in the Lissance trip report referred to above, Appendices A-C and in the CONTINUING ASSESSMENT OF THE MASS MEDIA COMPONENT OF THE POPULATION WELFARE DIVISION'S COMMUNICATION PROGRAM, ANALYSIS AND RECOMMENDATIONS OF FORWARD ACTION PLAN, AND PREPARATION OF REQUESTS FOR PROPOSALS OF MARKET RESEARCH AND ADVERTISING AGENCY "REQUEST FOR PROPOSAL FOR COMMUNICATION PLAN FOR 1986-87 and 1987-88" submitted by Manoff International Inc., July 7, 1986.

National Institute for Population Studies (NIPS)

At the request of Dr. Rozzaque Rukanuddin, Director General, NIPS, I visited the new NIPS headquarters and met with him. NIPS was established to carry out demographic, socio-economic, and program-related studies in cooperation with PWD. Studies scheduled or proposed include infant and child mortality, a survey on attitudes of men, fertility change and modernization in the Punjab, population growth and development, annual reports on the population of Pakistan, attitudes toward voluntary sterilization, evaluation of communication programs and messages, commercial availability of contraceptives, and a contraceptive prevalence survey in 1988.

We discussed the possibility of research on the acceptability of various mass media for family planning messages in order to reassure policy-makers and on the utility of a film or video version of the RAPID presentation.

In discussing possible cooperation between JHU and NIPS, it was agreed that:

1. NIPS would be added to the mailing list for two copies regularly of Population Reports and a copy of POPLINE Previews.

2. Two additional sets of Population Reports in binders would be sent to NIPS.
3. We would follow up on an earlier tentative agreement with NIPS to correct the PIP mailing list. Correspondence about this apparently went astray since our letters were not received. Some arrangement for this correction will be established, if feasible.
4. PIP will prepare or find from some source a list of the key books or key materials on population and family planning which would be useful to a population studies institute library and send such a list to NIPS.
5. JHU will send a POPLINE search on Pakistan to NIPS together with monthly SDIs to keep the library and collection up-to-date.
6. JHU will send extra copies of any materials available in the area of communication research to assist in evaluation of communication activities. These have been done or are underway.

Finally, Dr. Rukanuddin was very anxious to continue close contacts with Hopkins. While the NIPS program is new and will most likely focus on small-scale studies at this point, it is expected to be a continuing part of the Pakistan government's population effort.

RECOMMENDATION

An alternative Approach to selecting an Advertising Agency
for the Communication Plan 1986-1987 and 1987-1988
of the Public Welfare Department of the Government of Pakistan

Manoff International
May 1986
Islamabad, Pakistan

FOREWORD

Appointing an advertising agency is not the ultimate solution to the need for mass media expertise. It is the beginning of the solution but its ultimate effectiveness depends on how well the agency-client relationship is managed.

An Agency needs training from Clients

In addition to the need to impart to an agency all the knowledge about a client's "business", an agency for PWD will have to cultivate a sensitivity to the very special meaning of family planning promotion. Let us explain.

Advertising agencies as a rule are engaged in the promotion of fairly superficial behavior changes. This is the function of the competitive nature of their clients' businesses. For the most part they are battling for increased share-of-market for their brands against competing brands in the same product categories. Thus, one agency is battling for increased market-share for Brand A coffee against the agency with Brand B coffee. This means that their main target audience consists of those consumers who are already coffee drinkers. They do not need to be persuaded to change a deep-seated beverage preference for tea, for example. No. They are being seduced merely to switch from one brand to another.

Now, most consumer product categories are dominated by brands that have little distinction from one another. They are essentially parity products and therefore the share-of-market battle cannot lay claim to a ~~cheap~~ product distinctions and rational appeals to their value. Instead, advertising agencies are forced to resort to other means in order to arouse the emotions of their target consumers.

This explains why commercial advertising falls back on brand image advertising in which the consumer is hopefully courted with beguiling music, humor, romantic moods, sexual overtones, pretty women and handsome men, beach parties, gayety, a joyous trouble-free world in which the brand is positioned to share an association with such presumable appealing values.

But family planning practice is a ~~radical~~ behavior change for people and not one that can be easily effected by the superficial devices and values of imagistic messages. Effective family planning messages must penetrate to deeply-ingrained customs and values, grapple with them and if they constitute a source of resistance to the new behavior, seek to resolve that resistance little-by-little over time until the *Mind* is opened to the new behavioral possibility and the individual is motivated to essay it.

This is not to say that emotional appeals and the communications devices that can help to evoke them have no place in family planning communications. But it is to say that they cannot be the predominant elements in such communications as they are in the commercial world. The share-of-market struggle in the commercial world cannot summon up substantive appeals that have to do with the superiority of one brand of product over another. They have nothing to say to us. That's why they sing and dance their way onto our TV screens and cozy up to us with gentle laughter, good humor or romantic *insinuations*. Family planning communications that mimic such antics may produce enjoyable entertainment but will have little influence on *changing* peoples' attitudes toward contraceptive practice.

Agency creative people, talented as they may be, invariably have to be trained to a totally different approach to message design for meaningful behavior change objectives. Their talents have to be recycled, as it were, so they are made amenable to a different kind of message design requirement.

Moreover, most agencies have been weaned on urban target audiences because the opportunity for most of the consumer products they represent is in the cash marketplace of urban areas. Agency personnel must learn the different ways required to deal with a virtually cashless rural audience, in their idiom both of language and cultural value system, and their concerns, that are so different from those of their urban counterparts.

This is why the experiences garnered from other places and times and the lessons learned can make a big difference in an agency's performance once it is indoctrinated with these insights and its usual focus adjusted. This orientation is indispensable virtually every step of the way in the work scope and plan the agency must follow.

ALTERNATIVE PROCEDURE

This is not in the form of an RFP but is intended to be the basis for developing one should this recommended procedure be accepted in the future.

Much of this procedure is similar to what is already contained in the proposed RFP of the NDFC. The latter document has been effectively put together and we are in general agreement with its content and procedures. Our comments have been separately submitted.

The purpose of this recommendation is to emphasize the advantage of one major departure from the procedure proposed in the NDFC RFP.

The research organization selection should be made prior to advertising agency selection.

The preparatory qualitative consumer research -- focus group interviews, individual in-depth interviews -- should be conducted promptly. The results analyzed and interpreted, and the analysis organized in terms of implications for strategy options -- i.e. objectives, target audiences, message (creative) strategies, media strategy, follow-up research strategies.

These findings from the research and their interpretation for strategic implications become the basis for an enriched situation study to be given each advertising agency prospect. The objective is to provide the agency with the actual insights it will need to produce its RFP response with truly meaningful message and media strategic thinking and recommendations. This will prove eminently more productive for agencies and more illuminating for PWD and NDFC in their judging agency qualifications.

The RFP procedure, at best, has severe limitations as a tool for

advertising agency selection. Because of the highly competitive environment in which full-service agencies operate, they tend to offer equivalent basic services, use similar procedures in executing their assignments, and are compensated for their services according to a more or less standard formula. The international advertising trade press is replete with articles, most of them highly subjective, on what to look for in selecting an agency. But the consensus appears to be that the selection process is more art than science. There also appears to be a consensus (more so among agencies than among clients) that selecting an agency on the basis of "speculative" creative presentations is an unsound practice for a variety of good reasons.

What, then, distinguishes one agency from another? A partial list of characteristics might include the following:

1. The quality of the creative product; the imagination and ingenuity with which an agency translates lifeless strategies into memorable messages that the targeted audience is virtually compelled to act upon.
2. The soundness of an agency's strategic thinking.
3. The dedication of its staff to achieving the client's objective.
4. Its ability to construct a media plan from a carefully conceived media strategy in which every component makes a clearly definable contribution to the communications objective.
5. The compatibility of the key personnel assigned to the account with their client counterparts.
6. Intellectual honesty: the courage to stand behind its convictions, and to stand up to the client when necessary.

7. Willingness to work hard, to become thoroughly knowledgeable about the client's situation as quickly as possible; to anticipate problems and offer solutions; to discover opportunities and devise means of capitalizing on them; always to be ready to try new approaches when it appears that something is not working as well as it should.

The subjective response in selecting an agency cannot be dismissed or eliminated, any more than a subjective response can be eliminated in choosing a new employee from among several equally well qualified candidates for a position.

It is recommended that the PWD and NDFC use the following procedure for selecting an agency for the mass media project:

1. After the results of the focus group interviews become available, the PWD and NDFC with assistance of the USAID consultancy will prepare a situation study that will contain:

- a. An overview of the Population Division program, its Family Welfare centers, organization, personnel, etc.
- b. Objectives of the strengthened PWD activity both nationally as well as locally with delineation of any special objectives by special areas, districts or special program activity.
- c. A listing of the desired behavior themes and objectives ("Basic Messages") by priority.
- d. A listing of the target audience groups by priority.
- e. A summary of the key findings of the focus group interviews in terms of contraceptive practice awareness, attitude by target group, message and media strategies and measurable objectives.

2. The situation study should be sent to each of the agency candidates with the request for a preliminary written advertising marketing plan that should contain at least the following components:

- a. Situation analysis and interpretation for agency's future scope of work.
- b. Creative (message) strategy for each target group.
- c. Media strategy: media mix, etc.
- d. Twelve-month media plan: media mix, reach and frequency, target audience coverage, scheduling, rationale in terms of campaign objectives.
- e. Approximate budget.
- f. Relevant background of key account, creative, and media staff who will work on the project as the PWD account group.
- g. Relevant past experience with case histories.
- h. Capability for translating messages and materials into required multi-lingual versions.
- i. Special resources, if any, that will be utilized in executing the plan.
- j. Proposed method of compensation (if other than the standard rate of commission).

Agencies should be directed not to prepare speculative creative executions. Plans should be submitted within three weeks after receipt of brief.

3. Each agency will be requested to make a presentation of its plans at a meeting of an agency selection panel, composed of representatives of PWD, NDFC, and the USAID consultancy. Each meeting

should last a maximum of two hours, including time for questions. The presentations should, insofar as possible, be given by the agency staff members who would be assigned to the account.

4. Each member of the agency selection panel will be provided with a scoring sheet to be filled in at the conclusion of each presentation. Using 5-point rating scales, panelists will be asked to rate each agency on the basis of the following criteria:

- a. Quality of overall plan.
- b. Understanding of the project's concepts and objectives.
- c. Relevant past experience.
- d. Soundness of proposed creative strategies.
- e. Soundness of proposed media strategies.
- f. Adequacy of media plan.
- g. Innovative thinking with respect to planning and proposed budget management.
- h. Caliber of proposed professional staff.
- i. Compatability of proposed agency staff with ICDS project staff.

5. At the conclusion of the round of presentations, scoring sheets will be tallied. Should the total scores of two or more agencies be equal or close, the selection panel should reconvene to resolve the matter on a subjective basis (agency-client "chemistry", enthusiasm of personnel, etc.) All other professional considerations being at close to parity, the question of inter-personal compatability assumes greater importance. The agency-client relationship is a close personal service arrangement. Compatability can make a perceptible difference in the quality of the work performed.

THE AGENCY WORK SCOPE AND PLAN

On the following pages is the work scope and plan sequence recommended by Manoff International for use by public sector clients utilizing the services of an advertising agency.

It can be made a part of the RFP by way of informing prospective advertising agencies of the work methodology and sequence that will be expected of the winning candidate. Agencies are asked to respond to this proposed work scope and plan indicating agreement or difference of opinion together with a rationale. This response becomes a basis for judging the agency's capability and commitment to what is an essential sequence of activities for developing, implementing and evaluating PWD's communication plan. Should the agency disagree but offer a viable alternative that represents an effective though different approach to the same tasks, its response should be favorably received.

On the other hand the PWD and the NDFC could withhold the work scope and plan in order to leave agencies free to describe their own. In that case the work scope and plan becomes a means of evaluating the thoroughness of each agency's work procedures and a source of questions for discussion during agency presentations.

In either case it is a recommended approach for the agency/client arrangement to getting the necessary work done on a task-by task-basis. It is the distillation of years of agency/client experience offering the best prospects to expeditious completion of the work on a logical sequential basis with an efficient input of time, energy and financial resources.

The success of an agency/client relationship depends in a major way on mutual understanding and regard. A systematic approach to the work, once agreed on by both, puts everyone on notice, minimizes distracting and conflicting directions and makes each task more likely to remain in sharp focus.

RECOMMENDED WORK SCOPE

PWD MASS MEDIA PROGRAM

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ACTIVITIES

RESOURCES

Activity 1: Outline the Communication Plan

Objectives: To provide program administrators with an overview of the objectives, strategic options to be explored, resources and budgetary requirements.

Step 1.1: Summarize the current situation with the PWD program including analysis of past experience.

Step 1.2: Outline prospective options for all components of the communication plan.

Step 1.3: Review situation study and communication plan outline with authorities and finalize.

Technical inputs from appropriate authorities: cost data from private and public sector organizations (research, media, production specialists); coverage data for formal and informal communications media. Plan will be developed by PWD with technical assistance from NDFC and USAID consultancy.

Activity 2: Design Expanded Service Delivery

Objectives: To identify the roles of the various public channels through which new contraceptive distribution and services can be expanded.

Step 2.1: Evaluate current distribution through Family Welfare Centers and other means.

Interviews with inter-sectoral authorities to determine their willingness/capability/logistical constraints in participating in distribution activity. Plan will be developed by the PWD.

Step 2.2: Formulate plans for expanding distribution and service delivery.

Step 2.3: Formulate written plans for improving distribution, if possible.

Step 2.4: Review plans with appropriate authorities and obtain approval.

Step 2.5: Combine with situation study and outline of communication plan (Activity 1).

Activity 3: Appoint Consumer Research Organization

Objectives: To be responsible for designing research protocols for requisite phases of research and to recommend design and carry them out.

PWD, NDFC with technical assistance from USAID consultancy.

Step 3.1: Review situation study, communication plan and PWD distribution and service delivery system.

Step 3.2 Design project qualitative research protocol (focus groups).

Activity 4: Conduct Focus Group Interviews

Objectives: To test concepts and to establish basis for (a) target audience, message design and media strategy decisions; (b) training and orientation sessions for all sectors involved.

Step 4.1: Develop moderator guide.

Step 4.2: Train research personnel.

Step 4.3: Conduct focus group interviews.

Interviews with target audience will be conducted by local research resources, specially trained in focus groups research techniques. Focus groups will be conducted in geographically dispersed urban and rural areas of Pakistan, in requisite number of sessions with technical assistance of NDFC and USAID consultancy.

Focus groups will address such issues as "resistance points" to proposed concepts and to contraceptive practice and ways to overcome them; reasons for not having used governmentally-distributed contraceptives in the past; past purchase, if any, from retail outlets, price paid and reaction to pricing; ability to follow directions on packet; reactions to various contraceptive choices; identification of

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authority figures to lend credibility to messages, media exposure patterns, etc. Interviews will be audiotaped, transcribed. Selected verbatim comments made by group participants may eventually be incorporated into the messages.

Activity 5: Analyze Focus Group Interviews and Write Report

Objectives: To provide action-oriented documentation for ensuing activities; to indicate what changes in strategy, if any, will need to be made.

Step 5.1: Analyze interviews.

Step 5.2: Prepare report.

Step 5.3: Update situation study, communication plan, distribution and service delivery plans and review with appropriate authorities.

Analysis and report will be prepared by research organization with technical review by NDFC and USAID consultancy.

Activity 6: Appoint Advertising Agency

Objectives: To be responsible for executing and revising communication plan as warranted into final messages, media plan and production of necessary media and promotional materials.

The advertising agency selected as the result of an RFP developed by PWD with assistance of NDFC, the research organization and USAID consultancy.

Activity 7: Design Message and Media Strategies

Objectives: To provide guidance and direction to writers, artists and production personnel involved in the preparation of the messages. Elements of message strategy include description of target audience characteristics; messages to be communicated; tonality; mandatory requirements

Message strategy statement will be prepared with technical assistance of NDFC and USAID consultancy.

Step 7.1: Set message (creative) strategies: target audiences, themes, motivational elements, tonality, mandatory requirements.

The advertising agency in consultation with the appointed "client" steering committee (PWD, NDFC, USAID consultancy) perhaps better named the PWD Advertising Unit.

Step 7.2: Set media strategy: the media mix, objectives regarding target audiences, reach and frequency, continuity, etc.

Step 7.3: Determine promotion and information materials needed in extension of mass media messages.

Activity 8: Develop Prototype Messages

Objectives: To prepare sample messages for each medium, for subsequent pre-testing.

The advertising agency working under the direction of the PWD/AU.

Step 8.1: Produce sample messages, promotion and informational material for each medium.

Step 8.2: Review with appropriate authorities.

Activity 9: Develop Media Plan

Objectives: To provide detailed specifications regarding media mix; reach and frequency objectives; time periods; duration of campaign; budget.

Local advertising agency working under the direction of the PWD/AU.

Step 9.1: Analyze all available media data.

Step 9.2: Prepare written media plan.

Step 9.3: Review with appropriate authorities.

Activity 10: Pre-test Messages

Objectives : To ensure that messages are comprehended, credible, emotionally appealing, practical, culturally relevant and free of negatives.

Step 10.1: Develop pre-test instruments.

Step 10.2: Conduct pre-tests.

Step 10.3: Analyze results.

Research personnel working under the direction of the PWD/AU. Pre-testing will be conducted among samples of the target audience both within the pilot test area and in geographically dispersed areas of urban and rural Pakistan.

Activity 11: Revise Messages

Objectives : Modify messages in accordance with pre-test results (if indicated).

Step 11.1: Revise messages.

Step 11.2: If major revisions are required, retest messages.

Step 11.3: Review with appropriate authorities.

Advertising agency personnel and others working under the direction of the PWD/AU.

Activity 12: Produce Final Messages

Step 12.1: Produce materials.

Step 12.2: Review with appropriate authorities

Advertising agency and outside production resources under the direction of the PWD/AU.

Activity 13: Produce Promotional Informational Materials

Objectives : To ensure that support materials provided to collaborating sectors, both public and private, communicate the identical messages being carried by the mass media.

Step 13.1: Produce informational/educational materials for teachers, health workers, NGO personnel, etc.

Advertising agency and outside resources under the direction of the PWD/AU.

Activity 14: Training and Orientation Meetings

Objectives : To familiarize all collaborating public and private sector organizations with the objectives, strategies and messages of the campaign, and of their respective responsibilities in helping to ensure its success.

Step 14.1: Prepare schedule of training and orientation meetings.

Step 14.2: Invite participants.

Step 14.3: Conduct meetings and distribute samples of appropriate materials.

GOP, NGO's, other sectoral personnel with participation of PWD/AU, advertising agency and research organizations.

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Activity 15: Confirm Readiness of Distribution and Service Delivery Points

Objectives : To ensure that adequate supplies of contraceptives and promotion and information materials will reach all distribution points specified in the Distribution Plan prior to the start of the campaign.

Step 15.1: Distribute all materials as per pre-established means and time table.

Distributing organization(s) specified in the Distribution Plans.

Activity 16: Launch Mass Media Campaign

Step 16.1: Issue necessary orders, activating approved media plan.

Step 16.2: Issue press releases and hold press conferences to generate publicity for campaign.

Advertising agency under the direction of the PWD/AU.

Activity 17: Conduct In-Process Evaluation Research

Objectives : To determine the extent to which campaign achieves its objectives; whether all campaign components are operating as planned.

Step 17.1: Develop research design and instruments for

Research organization under the direction of the PWD/AU. Consumer research, among a sample of the target population, will measure acceptance

Step 17.2: Conduct contraceptive acceptance audits.

Step 17.3: Conduct audits of Family Welfare Center traffic.

Step 17.4: Conduct consumer research on awareness, attitude toward messages and changes in perceptions.

Activity 18: Prepare Evaluation Report

Objectives : (a) To assess the effectiveness of the program in meeting its objectives and in terms of cost effectiveness; (b) to recommend whether the program should be modified and if so, what strategic modifications, if any, need be made.

Step 18.1: Prepare draft report.

Step 18.2: Review report with appropriate authorities.

Step 18.3: Prepare final report.

experiences (satisfactions and dissatisfactions) with the products; awareness and recall of messages; etc.

Research organization and PWD/AU.

Activity 19: Conduct Tracking Research

Objectives : To measure the long-term ongoing effects of of the program in terms of greater acceptance by the target population; and to ascertain need for change in strategies or message/media executions.

Step 19.1: Design research plan and develop research instruments.

Step 19.2: Conduct continuing research in 6 months periods as mass media program continues.

Step 19.3: Analyze results and prepare report each time with recommendations for program changes.

Advertising agency where changes may be indicated in message and/or media strategies and/or executions.

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MANOFF INTERNATIONAL RECOMMENDATION

D R A F T

REQUEST FOR PROPOSAL

F O R

COMMUNICATION PLAN

FOR 1986-87 & 1987-88

POPULATION WELFARE DIVISION
GOVERNMENT OF PAKISTAN

- Note:
- (i) In the interest of total neutrality and objectivity, it is recommended that separate RFP's be issued for (a) the market research to be done, and (b) the advertising agency function. Therefore references to NDFC are not included in this document.
 - (ii) All changes to the original draft RFP contained in this document are underlined.

The Government of Pakistan, Population Welfare Divivison, through their consultants M/S Pakistan Consultancy Services (A Division of NDFC) is seeking proposals from private sector Market Research Organizations and advertising agencies based in Pakistan to develop/undertake/launch a comprehensive communication programme. To this end we are issuing the following requests for proposal (RFP) constituting the following:

- Introduction and Background
- Details of the Program.
- Relationship and Responsibilities.
- Communication Budget 1986-87, 87-88
- Contracting Mechanism.
- Evaluation and Selection Criteria.
- Instructions to offerors.

Monitoring and Evaluations (formerly p-9)

In order to maintain a totally objective point of view, and to obtain optimally objective and neutral data and recommendations, both Market Research Activity and Advertising Planning, Development and Executions shall be conducted and developed by qualified private sector organizations under contract.

All Market Research shall be implemented separately (thereby creating a separate RFP in Market Research) from the RFP for a Communication plan to be filled by the Advertising Agency.

Market Research activities should be seen as an objective and neutral source of data for the Population Welfare Division, ^{and} for the ~~advertising~~ ^{advertising} agency for Target Audience definition and refinement, meaningful ^{message} ~~message~~ content design and as a general campaign proposal device. The Market Research Organization will also be responsible for

the design and execution of the Communication Assessment one year after the initiation of the new advertising campaign. The MRO will be expected/contractually bound to be a continuous source of analysis, interpretation and feedback for the development/analysis of the communication campaign and its improvement over time.

Any questions/clarifications regarding these (RFPs) may be addressed to Mr. Agha Akhtar Ali, Director Marketing (Alternate Mr. Jamil Murtaza, AVP), Pakistan Consultancy services, 7th Floor, Shaheen Commercial Complex, M.R. Kayani Road, Karachi. (Telephone No. 525107-09).

INTRODUCTION AND BACKGROUND:

The PWD's Communication Programme was dormant for almost a decade. In April, 1985 an advertising programme was launched and the tempo was gradually built up. Media campaigns were launched through Radio, T.V. and press. These campaigns, revised from time to time are continuing with varying intensity and frequency. Estimated expenditure on various medias during the period April 85 - June 86 is shown in annexure 'A'.

Population Welfare Division now wishes to undertake a revised communication programme based on validated up front market research for the years 1986-87, 1987-88. The quantitative objectives of the Communication Programme are:

PRIMARY

(1) to make the attitude of rural and urban masses favourable to contraceptive practices and to minimize the gap between knowledge and practice.

(2) to remove socio-psychological barriers or causes of resistance and to adopt family planning.

(3) to ~~envisage~~^{courage} the target ~~evidence~~^{audience} to visit and seek advice/assistance from the FWCs.

SECONDARY

(1) to mobilize favourable opinions and attitudes among planners and authorities to a point where they exert themselves in the interest of promoting population planning practices, and

(2) mobilizing local (community/village) action groups.

The quantitative/measurable objectives of the Communication Programme are:

- i) increase traffic/visits to FWC
- ii) minimum 25% awareness of media messages in target audience,
- iii) a measurement of pre and post campaign contraceptive and family planning practices.

Note: The introduction and background section, in the interest of totality, should give here a brief, but concise description of the :

- i) distribution system (ie, no. of FWCs and where)
- ii) the staffing of the PWCs
- iii) the organization of the PWD.

DETAILS OF THE PROGRAM

Communication Plan for 1986-87, 1987-88

1. The Communication Plan contemplates utilization of some or all of the following channels and media ~~messages~~ aimed at bringing about desired changes in attitude and behaviour patterns:

- i) T.V.
- ii) Radio

- iii) Press
- iv) Films/Audiovisual
- v) Print material
- vi) Traditional media
- vii) Promotional Materials

(vii) Interpersonal Communication. (Brought forward from P.8)

Interpersonal and Group Communication is an effective means to bring about behavioral changes in favour of new concepts and practices. Interpersonal programmes need to be supported and reinforced by mass media campaigns. Interlinkages and relationships between mass media campaigns and Interpersonal Communication may be developed by the advertising agency as a base to organize Interpersonal Campaigns by PWD's field staff.

The above media will be utilized according to a specific Media Plan to be developed and refined by the advertising agency in accordance with programme priorities and available budgets per approval by the Steering Committee and Secretary.

The Target Groups identified for the proposed Communication Plan are as follows, and may include some or all of the following dependent upon decisions arrived at with advertising agency recommendations and participation:

PRIMARY:

- (1) Fertile men and women in rural population
- (2) urban lower socioeconomic groups

TARGET SEGMENTS:

- (1) Fertile couples with
 - with ^{no} children
 - with one or two children

-5-
OR
with 2ⁿ more children

- (2) ~~Young~~ people of marriageable age
- (3) Grass roots communities, ^{Mullahs} ~~Mohallahs~~/Villages

SECONDARY

1. Potential Motivators and Opinion leaders.
2. Field workers of Population Welfare Planning and other relevant agencies.
3. Planners and other authorities in society as well as government.

These target groups will be more specifically defined and analyzed according to an audience analysis report to be developed by the Market Research Organizations and Advertising Agency in accordance with program priorities and approval by the steering Committee and Secretary.

The Agency shall focus on the prime target groups in rural and urban areas. The 'Secondary Groups' shall also be given communication treatment so that the main theme, message and objective is reinforced.

3. The following ^{six subjects} are approved in an order of priority which the PWD Seeks to address itself to the public through various media channels:

1. Small family norm
2. Responsible parenthood
3. Status of women
4. Age at marriage
5. Mother and Child Health
6. Female literacy/education in general/adult literacy

As the current campaign continues until the new campaign is developed on the basis of Market Research, it will be evaluated through market research to determine the extent and validity of target group interest in the above subjects.

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Following target Group research into the significance of the above subjects, and the identification of new, significantly meaningful themes, the Advertising Agency should develop and propose new media messages within the general policy guidelines and objectives of PWD.

4. Population Welfare Division has launched a full-fledged campaign through Radio, TV and Press and other channels since April, 1985 in an indirect manner. But the current campaigns are direct in content and projection. A brief resume of the present, and past campaigns are discussed in the following paragraphs:

However, the PWD will entertain agency proposals for alternate Media Plans based on supportive rationales. It must also be remembered that a basic media objective is the maximum reach in our target audience as well as maximum frequency of messages as determined by the budget.

Television

5. T.V. spots developed on the basis of six themes are being telecast at prime time since April, 1985. The current spots are direct in message. Uptill now a total of about 351 spots were telecast.

Radio

6. Two radio jingles developed on the six themes with projection of 2-child family norm are being broadcast twice daily on national hook up at prime time. Until now 420 jungles have been broadcast through 9 stations.

7. Regional Radio programmes in regional languages have also been started in the province of Punjab and Baluchistan since February and January 1986 respectively. The Provinces of Sind and NWFP have been requested to start their programmes as well.

Press

8. A special supplement on Population Welfare Programme was brought out in daily Muslim on 19-12-1985. Selected ads on the six themes have been resumed in national dailies and regional newspapers since 12th December, 1985. Uptill now, about 1485 ads have appeared.

Production of documentaries/feature films

9. Arrangements are being made to screen present TV jingles in cinema houses under compulsory viewing through Provincial Information Departments. PWD also anticipates production of documentaries/feature films. Of prime importance would be 35 mm and 16 mm films in urdu and regional languages, for screening through cinema houses and through AV vans.

A portion of production funds may be used to produce video tapes instead of or in addition to films. As with all other media, the above will depend upon agency recommendations for maximum media effectiveness and optimum use of the Media Budget.

Printing and Fixed display media

10. The following items were printed for distribution to acceptors, opinion leaders/local influentials etc., since 1983:

i)	Parawish calendars	--	25,000
ii)	Hand bills	--	500,000
iii)	Mufeed Mashwarey	--	50,000
iv)	Motivational folders	--	60,000
v)	Districtwise 1985 calendars	--	115,000

containing addresses of FWCs
and RH Centers.

vi)	Diaries-cum-purses in 1985	--	30,000
vii)	Districtwise 1986	--	100,000
viii)	Training manuals etc.	--	?

RELATIONSHIP AND RESPONSIBILITIES:

In the communication programme, ^{five} ~~three~~ major entities will be involved:

1. Government of Pakistan (Population Welfare Division)
2. USAID
3. Pakistan Consultancy Services.
4. The Selected Market Research Organization~~s~~
5. The Selected Advertising Agency

It is important that the inter-action and responsibilities of each of these be understood:

- a) The PWD of the Ministry of Planning and Development will contract directly with the advertising agency for the development and execution of the advertising campaign, and the market research organization for the design, execution and interpretation of the results, as well as the indicated findings as they relate to the design of the advertising message and media plans.

PAYMENT: Due to the necessity of clarifying the question of payment procedures between PWD and USAID, this section has been deleted at this point pending resolution of the issue.

- A. Communication steering Committee comprising of 2 senior officials from PWD and 2 from PCS will be responsible for the approval and day to day management

of the programme. However all policy/major decisions will be taken by the Secretary, PWD on the recommendations of the steering committee.

- B) The PWD is using Pakistan Consultancy services as its general consultant in regard to all communication activities. PCS will develop a request for proposal, evaluate responses and recommend choice of advertising agency and Market Research Organization. PCS will also interface directly with the agency and MR0 on all operational and routine matters.
- C) The related Market Research Organization through its authorized representatives or representatives will be responsible for the development, execution, analysis and reporting of the research conducted, such as the design and development of the research questionnaire and report format, subject to approval of the steering Committee and Secretary.
- D) The selected advertising agency through its authorized representative or representatives will be responsible for the development of the communication strategy and its implementation thereafter subject to the approval of the Steering Committee and Secretary. Their functions will be span the whole gamut of advertising and communication activities and they will undertake any other work on behalf of the PWD or PCS.

COMMUNICATION BUDGET FOR 1986-87, 1987-88

The monetary outlay for the major elements of the communication plan are estimated as follows:

1986-1987 : Rs. 15 million

1987-1988 : Rs. 16 million

Note: An increasing, not decreasing, budgets must be shown to attract valid agencies.

The communication strategy developed by the Advertising Agency

If the GOP makes additional provisions for the communication programme the agency shall be informed accordingly and given ample time to revise/modify their strategy.

MARKET RESEARCH BUDGET FOR 1986-87

The monetary outlay for the major elements of the Market Research Plans are estimated as follows:

1986 - 1987 :

1987 - 1988 :

The Market Research Plan developed by the MRC should stay within the overall budget.

If the GOP makes additional provisions for the Market Research Program the MRC shall be informed accordingly and given ample time to revise/modify their strategy.

CONTRACT MECHANISM

The contract for the advertising/communication, as well as Market Research programme will be initially for 2 years. Thereafter it may be extended, on mutual consent depending on the requirements that emerge after the formulation of the 7th five year plan. The contract will be the standard contract signed between any advertising agency and any client as normally stipulated by the APNS/PAA. (A standard contract for the MRO will also to be developed).

EVALUATION AND SELECTION CRITERIA: MARKET RESEARCH ORGANIZATION

The primary consideration is intended to be which offerer can perform the contract in a manner most advantageous to the Government, as determined by evaluation of proposals according to established evaluation criteria. The following criteria will be used to evaluate and rank proposals. Proposals from firms not possessing the minimum

qualifications listed in this RFP will be immediately disqualified and not considered in the ranking process. Proposals from firms meeting the minimum qualifications will be scored against the evaluation criteria. The proposal receiving the highest number of points will be ranked highest provided that the firm receives points in every category. Proposals that are not awarded any points whatsoever for any of the listed criteria will be considered non-responsive and will not be considered further. Contract negotiations will be conducted initially with the offerer with the highest ranked proposal. If satisfactory negotiations are not concluded with this firm, ~~negotiations are not concluded with this firm,~~ negotiations will be conducted with the second ranked proposal, and so on.

1. MINIMUM QUALIFICATION:

To qualify to bid for the Market Research programme, the Market Research Organization ~~agency~~ must conform to the following minimum requirements:

1. Legal incorporation in Pakistan and the necessary accreditation.
2. At least 3-5 years of (demonstrated) experience as a successful market research organization in Pakistan, specifically including experience in non urban areas and with lower income urban groups.
3. Location: Agency will be headquartered in Karachi or Islamabad or at least have one of these cities as a base for major operations.
4. The organization will have a minimum verifiable billing of
Rs. million per annum.

Points to be awarded

(100 maximum)

2. CRITERIA:

General

....

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- Verifiable billing (annual)
- Complete list of clients
- Location of Head Office
- Geographical spread i.e. ability to provide service in different locations.
- Legal status and accreditation.
- Financial status duly evidenced by a certified financial statement for past 4 years.
- Awards/citations received - list of major awards, certificates received.

Technical and administrative, capabilities

25

- In house capability for statistical analyses, psychological, motivational and social behaviour research and analysis.
- Experience/ability to handle market/ advertising research.
- Back up availability of panel of experts.
- Availability of qualified personnel in each of the major sub-disciplines of Market Research.
Bio-data of each Department Head to be provided, as well as those people directly assigned to this account

Market Research

....

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- Thoroughness and appropriateness of the proposed market research plan and the proposed plans for reaching defined objective.
- Degree to which proposal reflects the understanding of the objectives and principals involved.
- Methodology for developing the market⁺ research plan.
- Creativity of proposal in terms of approach and methodology.
- Cost effectiveness of proposal.

Also enclosed with this request for proposal (RF) is the following document:

1. PC-1. (Communication Plan 1984-88). This is a comprehensive document which both qualifies and quantifies the requirements in relation to the communication programme. It is stressed that the document be analysed properly, the non relevant portions being ignored, while the advertising agency seeks to develop its communication strategy.

EVALUATION AND SELECTION CRITERIA: ADVERTISING AGENCY

The primary consideration is intended to be - which offerer can perform the contract in a manner most advantageous to the Government, as determined by evaluation of proposals according to established evaluation criteria. The following criteria will be used to evaluate and rank

proposals. Proposals from firms not possessing the minimum qualifications listed in this RFP will be immediately disqualified and not considered in the ranking process. Proposals from firms meeting the minimum qualifications will be scored against the evaluation criteria. The proposal receiving the highest number of points will be ranked highest provided that the firm receives points in every category. Proposals that are not awarded any points whatsoever for any of the listed criteria will be considered non-responsive and will not be considered further. Contract negotiations will be conducted initially with the offerer with the highest ranked proposal. If satisfactory negotiations will be conducted with the second ranked proposal, and so on.

1. MINIMUM QUALIFICATION:

To qualify to bid for the communication programme, the advertising agency must conform to the following minimum requirements:

1. Legal incorporation in Pakistan and the necessary accreditation.
2. At least 3-5 years of (demonstrated) experience as a successful advertising agency in Pakistan, specifically including experience in lower income urban groups.
3. Location: Agency will be headquartered in Karachi or Islamabad or at least have one of these cities as a base for major operations.
4. The agency will have a minimum verifiable billing of Rs. 20.00 million per annum

Points to be awarded

(100 maximum)

2. CRITERIA:

General 25

- Verifiable billing (annual)
- Complete list of clients
- Location of Head Office
- Geographical spread i.e. ability to provide service in different locations.
- Legal status and accreditation.
- Financial status duly evidenced by a certified financial statement for past 4 years.
- Awards/citations received - list of major awards, certificates received from PTV/APNS etc.

Technical and administrative, capabilities ... 25

- In house production capability for press ads TV Commercials, Radio spots/films etc.
 - Experience/ability to handle market/ advertising research.
 - Back up availability of panel of experts.
 - Availability of qualified personnel in each of the major sub-disciplines of Advertising.
- Bio-data of each Department Head to be provided as well as those of the persons directly assigned to this account.

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- Thoroughness and appropriateness of the proposed communication strategy and the proposed plans for reaching defined objectives.
- Degree to which proposal reflects the understanding of the communication principals involved.
- Methodology for developing the advertising campaign.
- Creativity of proposal in terms of approach and methodology.
- Cost effectiveness of proposal.

Also enclosed with this request for proposal (RF) is the following document:

1. PC-1. (Communication Plan 1984-86) This is a comprehensive document which both qualifies and quantifiesthe requirements in relation to the communication programme. It is stressed that the document be analysed properly, the non relevant portions being ignored, while the advertising agency seeks to develop its communication strategy.

INSTRUCTIONS TO THE OFFERERS (Same for MRO and Advertising Agency)

All offerers shall follow the instructions contained herein and supply all information requested. Even partial non-compliance may result in the disqualification of a proposal.

A. Supply of full, accurate and complete information

Offerers must set forth full, accurate and complete information as required by this Request for Proposal and subsequent amendments, if any, thereto.

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B. Minimum period for accepting the proposal

Proposals offering less than 60 days for acceptance by the Government from the closing date will be considered non-responsive and will be rejected.

C. Government-furnished property

No material, labour, or facilities will be furnished by the government unless otherwise provided for in this RFP.

D. Preparation and completeness of proposals

Offerers are requested to submit a proposal directly responsive to all the terms, conditions, specifications and clauses of this Request for Proposal. proposals must offer the provision of all services included in this Request for Proposal. Proposals not conforming to this Request for Proposal will be categorized as non-responsive and eliminated from further consideration.

E. Non-Commitment of the Government of Pakistan

This Request for Proposal does not commit the Government of Pakistan to pay any costs incurred in the preparation of a proposal nor to procure or contract for services or supplies.

F. Alternate Proposals

If you desire to submit a proposal on other terms which you believe are advantageous to the Government, you should submit, in addition to a responsive proposal, an alternate proposal reflecting such advantages. A proposal directly responsive to this request for Proposal must be submitted before consideration can be given to an alternate proposal.

G. Disclosure of Information

In the event a proposal includes information which the offerer does not want disclosed to the public or used by the Government for any purpose other than evaluation of the proposal, the offerer must mark each sheet of data which he so wishes to restrict with the legend set forth below:

"This data furnished in response to (identify RFP), shall not be disclosed outside the Government or be duplicated, used or disclosed in whole or in part for any purpose other than to evaluate the proposal provided, that if a contract is awarded to this offerer as a result of or in connection with the submission of such data, the Government shall have the right to disclose, use or duplicate this data to the extent provided in the contract. This restriction does not limit the Government's right to use information contained in such data if it is obtained from another source".

I. Negotiation and Administration

The offerer is requested to provide the name and telephone number of personnel cognizant in negotiation and administration in connection with the offer submitted in response to this Request for Proposal.

J. Late Proposal

1. Any proposal received at the office designated in the solicitation after the exact time specified for receipt will not be considered unless:
 - a) It was sent by registered or certified mail not later than the fifth calendar day prior to the date specified for receipt of offers (e.g. an offer submitted in response to a solicitation requiring receipt of offers by the 20th of the month must have been mailed by the 15th or earlier);

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- b) It was sent by mail (or telegram if authorized) and it is determined by PCS that the late receipt was due solely to mishandling by PCS after receipt at NDFC; or
 - c) It is the only proposal received.
2. Any modification of a proposal, except a modification resulting from the request for "best and final" offer, is subject to the same conditions as in (1)(a) and (1)(b) of this provision.
 3. A modification resulting from the request for "best and final" offer received after the time and date specified in the request will not be considered unless received before award and the late receipt is due solely to mishandling by the NDFC after receipt at NDFC Karachi.
 4. The only acceptable evidence to establish:
 - a) The date of mailing of a late proposal or modification sent either by registered or certified mail is the Postal Service postmark on the wrapper or on the original receipt from the Postal Service. If neither postmark shows a legible date, the proposal or modification shall be deemed to have been mailed late. (The term "postmark" means a printed, stamped, or otherwise placed impression that is readily identifiable without further action as having been supplied and affixed on the date of mailing by employees of the Postal Service).
 - b) The time of receipt at NDFC Karachi is the time-date stamp of such installation on the proposal wrapper or other documentary evidence of receipt maintained by the installation.
 5. Notwithstanding (1), (2) and (3) of this provision, a late modification of an otherwise successful proposal which makes its terms more favourable to the Government of Pakistan will be considered at any time it is received and may be accepted.

6. Proposals may be withdrawn by written or telegraphic notice received at any time prior to award. Proposals may be withdrawn in person by an offerer or his authorized representative, provided his identity is made known and he signs a receipt for the proposal prior to award.

F I N A L D R A F T

UNCLASSIFIED

AGENCY FOR INTERNATIONAL DEVELOPMENT

WASHINGTON, D.C. 20523

PROJECT PAPER AMENDMENT

PAKISTAN - POPULATION WELFARE PLANNING

391-0469

June 1986

UNCLASSIFIED

Excerpt

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iii. Other Costs

The Amendment will provide up to \$400,000 for district operation costs, likely to include staff costs for supervision, monitoring and outreach.

6. Component 6: Mass Media Campaign

The sixth component goes beyond the population of current acceptors and aims to reach individuals with a potential, latent need for contraceptive goods and services. It finances activities related to transmitting messages through the mass information channels such as T.V., radio and the press.

a. Background:

In April 1985, the GOP launched an extensive mass media campaign after several years of not using mass media for population program publicity. Cautiously designed to avoid perceived sensitivities and carefully observed to ascertain if it would provoke adverse reactions, this bold initiative has been generally accepted. The first campaign contained themes focused on the determinants of fertility, e.g., "marriage at later age", "importance of female education" and "parental responsibilities."

Heartened by the lack of adverse reaction and encouraged by the potential of mass media use for regular population program messages, GOP initiated a second, more direct, campaign in November, 1985. The second campaign clearly presented the concept of a two-child family as the ideal family size. Both campaigns used newspapers, radio and television and were developed by private advertising companies under the direct supervision of the GOP.

A number of areas for improvement in effective mass media use can be extracted from these two initiatives. For example: 1) target audience research is needed on a regular basis to develop new messages and evaluate the impact of existing media spots; 2) the involvement of only one advertising company at any given time is the best way to achieve a consistent approach and complementary message mix; (3) private sector expertise is most efficiently tapped when the contracted advertising company has the responsibility of defining message content, based on research results, for new campaigns which are proposed; and (4) an intermediary, such as the National Development Finance Corporation (NDFC), is needed to establish regular working relations with the private sector, attract the widest spectrum of talent from the private sector, to coordinate contracts for research and advertising, and to manage the day-to-day work of private sector organizations.

PWD is continuing this exciting new initiative and is striving to develop the use of mass media further. To assist the PWD in this effort, this component will develop a systematized approach to mass media use by involving private sector skills.

The approach will include the following steps: 1) The selected advertising company and market research firm will cooperate to design and undertake target-audience research. 2) On the basis of research results, the advertising company (with technical assistance, if necessary) will develop a media strategy and define the message designed to reach various segments of the target audience. 3) This media strategy or plan will be presented through NDFC to PWD for review and approval. 4) Once approved by PWD, the selected advertising company will implement the plan and directly manage all media spots for a one-year period. 5) During the implementation year of any given media plan, NDFC, the market research firm and the advertising company will assess the actual impact of the media spots on the intended audience through research and the analysis of research results. 6) These analyses will be made available to PWD and utilized in the development of the next year's media plan.

b. Proposed Assistance

This will be the first AID funding of this activity.
Total costs are estimated at \$5.7 million.

i. Technical Assistance

The Amendment provides funds for nine person months of expatriate short-term technical expertise in population communication through the mass media. This technical assistance at a cost of \$200,000

will be provided to PWD, NDFC, the market research firm and the advertising company.

ii. Other Costs

The bulk of the funds available in this component, or about \$5.5 million will be broken down into four areas as illustrated below:

a) Market Research:

Given the cultural and socio-economic diversity of Pakistan, a multi-faceted communications strategy will be necessary, and the family planning-related concerns of potential clients must be identified. USAID will support quantitative and qualitative research studies (e.g., market research and focus group research) to identify important beliefs and attitudes regarding childbearing, to assess the effectiveness of current family planning messages (and media), and to identify potentially effective messages (and media) for different segments of the population. Such studies may, for example, indicate that effective family planning message may be different for urban couples than for rural couples.

b) Field Testing and Implementation:

Potentially effective messages for various segments of the population will be field tested. Testing will involve preparing and implementing on a limited scale family planning messages

for various media and segments of the population and small-scale qualitative market studies to measure the effectiveness of the messages. Based on these field tests a full-scale communications strategy will be implemented using specific messages designed to reach various segments of the population. Cost is approximately \$230,000.

c) Media Campaigns:

Three years of media campaigns will be financed by the amendment at a total cost of \$5.27 million. These costs will include television time (\$2,750,000), radio time (\$1,580,000), newspaper space (\$325,000) and the production of films (\$250,000) and other printed materials (\$325,000).

d) Evaluation:

After approximately one year of operation, the mass media/marketing campaign will be evaluated to assess the appropriateness and effectiveness of the campaign in changes in knowledge, attitudes, and family planning practice.

c. Implementation Mechanisms

To tap fully the private-sector talent available for this important undertaking, the Mass Media Campaign implementation will resemble the implementation of the Social Marketing of Contraceptives

(SMC) Project. Accordingly, the advertising company and market research firm will be obtained through a host-country contract while payment of vouchers for services under these contracts will be submitted through NDFC to AID for payment directly to the firms involved. The Mass Media Campaign, as in the SMC Project, will obtain optimal private sector performance by giving them operational autonomy in media plan development and, once approved by PWD, in the day-to-day plan implementation.

F. Component 7: Mid-Level Management Training

a. Background

The PWD has lost many of its trained people in technical specialties which lead to management positions through retirement and transfer to other sectors of public service. Efforts to replace them have not been successful. Consequently the program today suffers from a tremendous deficiency in trained demographers, statisticians, physicians, social scientists, IEC specialists and trainers. Since the mid 1970's, the program has lacked an effective replacement of technical expertise. This component is directed toward the development of future managerial staff.

b. Proposed Assistance

The Amendment will fund 96 person months of long-term training in the fields of program planning, management and evaluation;

LIST OF CONTACTS

ISLAMABAD

USAID/Islamabad
American Embassy
P.O. Box 1048
Islamabad, PAKISTAN

Tel: 824071-77

Mr. Raymond S. Martin, Chief
Dr. William H. Jansen, Deputy Chief
Mrs. Enid Spielman, NGO Coordinator

Population Welfare Division

Government of Pakistan
Haroon Chambers
Ramna 6
Islamabad, PAKISTAN

Tel: 826982/828537

M. A. Kareem Iqbal, Secretary
A. Rashid Khan, Director, Communications
Abdul Hakim, Deputy Director, Communications
Khan Ahmad Goraya, Director-General, Program and Acting
Joint Secretary, Planning
Dr. Zahiruddin Khan, Director-General (Acting), Technical

National Development Finance Corporation

7-A Main Boulevard
Gulberg II
Lahore

Tel: 883-900

Mr. Faruq Hassan, Vice President

National Institute of Population Studies

P.O. Box 2197
Islamabad, Pakistan

Tel: 853276

Dr. A. Razzaque Rukanuddin, Director General

XD-AAV-289-A

ISA 47316

CONTINUING ASSESSMENT OF THE MASS MEDIA COMPONENT OF THE
POPULATION WELFARE DIVISION'S COMMUNICATION PROGRAM,
ANALYSIS AND RECOMMENDATIONS OF FORWARD ACTION PLAN, AND
PREPARATION OF REQUESTS FOR PROPOSALS OF MARKET RESEARCH
AND ADVERTISING AGENCY "REQUEST FOR PROPOSAL FOR COMMUNICATION
PLAN FOR 1986-87 AND 1987-88"

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PREPARED FOR :

THE GOVERNMENT OF PAKISTAN, MINISTRY OF
PLANNING AND DEVELOPMENT, POPULATION
WELFARE DIVISION

AND

U.S.A.I.D. ISLAMABAD, PAKISTAN

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Submitted by:

Manoff International, Inc.
(under contract to JHU/PCS)

July 7, 1986

docid 2550F
(P#23)

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INTRODUCTION

Objectives of Consultancy:

To evaluate for the Ministry of Planning and Development, Government of Pakistan, the communications program being conducted, and the one to be planned, by the Population Welfare Division (PWD), and to develop recommendations that will aid the program in achieving its stated objectives.

As a first step, Manoff International Inc., under a subcontract with JHU/PCS, provided one of its staff specialists to conduct a preliminary assessment of the Mass Media Component of the program during the period of February 17-27, 1986. This report was presented February 27, 1986.

For the second consultancy, Manoff International was asked to assist PWD in the following areas as related to the 1986-87, and 1987-88 media component of the Communication Campaign:

- (a) prepare scopes of work for advertising agencies and market research organizations as a part of the mass media program;
- (b) identify minimum sets of qualifications for organizations to adequately perform the scopes of work prepared;
- (c) outline the integral parts which would be required in a media plan;

- (d) provide preliminary expectations for a proper media mix for reaching the target audience; and,
- (e) define a means of identifying optimal times for reaching target audiences to achieve the above objectives.

The following were present in Pakistan for the indicated periods:

- Dr. Phyllis Piotrow - JHU May 25-29, 1986
- Richard K. Manoff
Manoff International Inc. May 25-29, 1986
- Ivan M. Lancaric
Manoff International Inc. May 25-June 6, 1986

II. BACKGROUND

II.1 The PWD Organization and Results to Date

The PWD was placed under the Ministry of Planning and Development in 1981. Prior to this transfer, it was controlled by the Ministry of Health.

The PWD is the federal agency responsible for planning and coordination of family planning programs and activities. Four provincial Welfare Divisions are responsible for provincial implementation. Under the provincial organizations are 72 District Welfare Officers supervising a total of 1200 Family Welfare Centers, the PWD's basic delivery system for family planning services. Each FWC is staffed by 5 people (a medical officer, a family welfare councilor, a paramedic and a male, plus one female outreach person). Each

district also is provided with an audiovisual mobile van for use in reaching outlying areas.

II.2 Qualitative Evaluation of the Delivery/Service System

Discussions with PWD officials have revealed their observations as to problems and constraints that have prevented full realization of PWD goals:

- there appears to be low motivation among rural and lower socioeconomic urban target groups, particularly males, to adopt family planning practice. In fact, even visits by women to the centers is now as low as an average of 2 to 3 women/day for rural communities
- there is persistent resistance to family planning among the religious community.
- there is a wide gap, even among women, between knowledge of the need for family planning (70%) and actual practice (6%). There is no corresponding data available for men but it is likely that the gap for women can be explained in part by a presumed male opposition to a positive female attitude on the subject.
- 60% of all contraceptives delivered by the government are condoms of which 60% are sold through shops rather than distributed through the FWCs. This may underscore the limitations

of the FWCs for greater impact on practice since they are utilized in the main by women and not men.

- There is some belief that condoms have limited appeal for reasons that may have to do with:
 - (a) lack of advance in condom technology;
 - (b) unsatisfactory experience with them.
- The low morale and high turnover among FWC personnel.

All of these indicate a pressing need for attitudinal (qualitative) research among the target audiences, with special emphasis on males particularly because they appear to have been given only secondary attention in the past.

II.3 The Mass Media Component : History

The decision to make a major effort via radio and television in behalf of the family planning program, was made in 1984 by the Ministry of Planning and Development. Messages via these media were to include an explanation of governmental policy on family planning, a delineation and promotion of services to be offered by the PWD and, finally, the dissemination of family planning messages intended to motivate the public to family planning acceptance and practice.

For reasons described above, the development and execution of these messages evolved slowly and cautiously.

Ultimately, in early 1985 it was decided to integrate family planning promotion together with other components of primary health care and social and economic development in the light of their potential influence on lowering birth rates and attaining a small family norm.

These interrelated communications objectives were to include the following subjects:

- the small (2 children) family norm,
- responsible parenthood,
- status of women,
- age in marriage,
- mother and child care, and
- female/adult literacy and education in general.

However, no organized market research activity was employed to identify target audience attitudes and perceptions on each of these subjects. There is no way of knowing how effectively those messages were designed. But the government did reach out to the private sector to engage the services of an advertising agency skilled in the design and implementation of messages for radio and television for commercial purposes. Two advertising agencies were appointed, SASA and Orient.

A new campaign addressing itself to these themes was launched in November, 1985 on TV, radio and through the newspapers. This campaign is still in operation and the government of Pakistan, encouraged by the impact it has had to date and the absence of any

adverse reaction, has requested USAID funding for this effort for the remaining two years of the current five-year plan.

II.4 The Current Status of the Mass Media Component

USAID is willing to assist the PWD in continuing with the use of the mass media effort as a part of an integrated population welfare planning project for 1986-87, 1987-88 with a mass media budget of 5.5 million dollars. However, in the interest of benefitting from past experience and to avoid some of the past difficulties, USAID has indicated that its support will depend on observance of guidelines to ensure proper planning, implementation and evaluation of the program. USAID has proposed that its funding should make activities in four key areas possible and has proposed the following implementation mechanisms:

(a) Market Research:

Given the cultural and socioeconomic diversity of Pakistan, as well as the need to integrate family planning promotion with other health and social efforts, it has had to assume that the future communications strategy will be multi-faceted. The need, therefore, for careful analysis of "the market" and the attitudes of the target audiences toward these various aspects is paramount. USAID has proposed to support both quantitative and qualitative research studies (e.g. market research as well as focus group

interviews), in order to identify the target audience attitudes and perceptions about family planning so as more effectively to design future messages. In addition, this research will enable PWD to assess the effectiveness of the current family planning effort in terms of its messages and media mix and to identify those insights that might make for significant improvements. Moreover, it may also lead to a much more sensitive appreciation of important differences among segments of the target audience. These would have profound implications for message design as well as for media decisions.

(b) Field Testing and Implementation:

Once messages have been designed for each of the subjects and each target audience, they must be subjected to testing with samples of those audiences. This may involve the preparation of these messages for exposure to small scale qualitative research in order to ascertain their acceptability, comprehensibility, compatibility as well as motivation quality. What message designers frequently conceive a message to be may not be perceived in precisely the same way by the target audience. Only exposure to the target audience and an examination of its reactions can possibly reveal to message designers the extent to which they may be "off-target."

(c) Media Campaign:

There will be sufficient money to finance media purchases -- a total of 5.27 million dollars (in addition to \$230,000 for research above), out of a total of 5.5 million dollars. This is broken down into proposed sums for television, radio and newspapers as well as for the production of materials. It is presumed that these fixed sums are not carved in granite and can be adjusted to reflect the realities that will come to light as the program is developed, researched, and unfolded.

(d) Evaluation:

Provision will have to be made for the evaluation of the effort in terms of knowledge, attitude and practice, but the consultants recommend that the means of this evaluation and its cycles should be left open for later consideration. Manoff International strongly believes in in-process evaluation not only to measure the impact of the program but to identify aspects that can be improved in the course of the effort. This may mean tracking studies on a six-month basis even though impact evaluation may not be necessary before the end of the year and on an annual basis thereafter.

For the purpose of assuring that these guidelines are carried out the services of an advertising agency, as well as a research organization, will be contracted for a formal process. The pattern of these services will probably resemble that of the forthcoming contraceptive social

marketing (CSM) project. But the advertising agency and market research organization should preferably not be the same. A formal request-for-a-proposal procedure will be undertaken and contracts issued to the winning organizations. All payments for services will be made directly from USAID to the firms.

III. Consultants' Activities

Briefing and work sessions were held by the consultants with selected individuals directly associated with the implementation of the program as well as with those of the broadcast media since the inputs of the latter are critical ultimately to the effectiveness of the program.

III.1 GOP Policy Parameters:

Following discussions with PWD Management and AID, the following PWD Policy Parameters were agreed to:

- The primary target audience are rural and urban lower socioeconomic groups;
- messages must be sensitive to cultural, linguistic and religious considerations;
- messages must have a linkage with interpersonal communications activity;
- independent market research will define target group, attitudes, beliefs, etc., to assist in message design, and in pre-testing the validity/credibility of the messages, as well as to assist in media

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planning. Since the Pakistan Consultancy Service, a division of the National Development Financing Corporation will serve as the administrator for the PWD, it was eliminated as a prospect for research contractor; and separate Requests for Proposal (RFPs), would be designed for the market research and advertising agency functions;

- since the PWD was initially eager for a new campaign to be on the air as of 1/1/87, an alternate approach to selecting an advertising agency would have to be recommended and agreed to;
- thus, market research and advertising agency RFPs would be determined prior to the consultants' departure, but on the basis of the Draft RFP proposal (Att. B), including revisions suggested by the consultants (Att. C).

III.2 Results Achieved Against Objectives

(a) Alternative Approach to Selecting an Advertising Agency (Att. D)

Based on the Policy Parameters and the need to brief the new agency on the objectives of the plan, and to assist the PWD in working with the new agency, an Alternative Approach to Selecting an Advertising Agency was developed and incorporated in a special document prepared and submitted during the consultancy. It contained:

- (1) a foreword describing an advertising agency's relationship with the client and its role in the client's marketing program;
- (2) a description of a minimum set of qualifications that should be looked for in an agency;
- (3) a recommendation of a scope and work plan for the mass media program, including an outline of activities; and
- (4) a normal activity flow chart and illustrative time table to monitor the scope of work and activity.

The alternative approach, in its analysis of the necessary activity and the time frame required, concluded that it would be unrealistic to have the new campaign on the air by 1/1/87. Consequently, the following was recommended by the consultants and agreed to by PWD/AID:

- (1) the current campaigns will continue to be used until the new campaign is ready;
- (2) the current agencies (SASA and Orient), will be retained until the new advertising agency is appointed;
- (3) a market research organization will field, analyze, and be ready to report on Focus Groups (urban and rural male and female), by the end of September or early October,

provided that it is ready to begin in early July;

- (4) the Advertising Agency RFP will be issued in July/August to enable the agency to be appointed in September;
- (5) the agency will develop Message Design and Media Strategy, and prototype messages and Media Plan in October/November, 1986, pretest and revise messages in December and January;
- (6) Messages should be produced in February/March, as well as all other materials needed for the interpersonal communications segment;
- (7) all materials should be distributed to the media, FWCs, etc., during April; and,
- (8) the new, totally integrated Mass Media Campaign could be introduced by May 1, 1987.

Taking these into consideration, the Draft ~~RFP~~ prepared by Pakistan Consultancy Services (Att. B), was reviewed and revised (Att. C) as follows:

- (1) two separate RFPs, one for market research, the other for the advertising agency were developed;
- (2) the basic background and briefing document containing PWD activities, objectives, target group definitions, historical details, relationships and

responsibilities, and contract mechanisms would be the same in both RFPs.

(3) however, the evaluation and selection criteria would be specifically tailored to the market research organization RFP, as well as the advertising agency RFP.

The above were approved by both PWD and AID.

IV. The Mass Media Component

Both the reach as well as the flexibility of the electronic media offer an opportunity for designing an effective, cost-efficient media campaign. However, in terms of reaching the target audience (rural and lower socioeconomic urban groups), radio appears to be the more efficient primary medium. Based on judgment and in the absence of research data, TV would appear not to be a very efficient medium for these defined target audiences, and, at best, could be useful only as a supporting medium for reach to opinion-makers.

A summary of all available media research data, combined with comments/discussions with competent media authorities within the GOP is available in Att. E.

V. Social Marketing Presentation to Basic Health Care Unit, GOP

USAID briefed the consultants on long term health projects of the mission as well as those of the GOP:

- . A child survival project will be given major emphasis in the post 1987 era, aiming for a major impact on reduction of child mortality

as well as on fertility cycles.

Voluntary sterilization will be included as a major new project.

USAID will emphasize mass communications in the post 1987 programs, but the strategic evaluations have not yet been completed. However, it is clear that the GOP wants the mass communications components to be planned and organized in a highly disciplined professional manner.

As a consequence of the above, Manoff International was asked to make a social marketing presentation to an invited audience of a number of relevant case studies.

VI. Recommended Next Steps for the Manoff International Consultancy

In order to continue the development of the communications plan, Manoff International is prepared to participate in the following phases of activity:

- . Preparation for, conduct of and analysis of focus groups and other research leading to decisions on strategies and concepts;
- . Development and pretest of prototype messages and their production;
- . Development of prototype media plan and execution;
- . Training and orientation; and,
- . Evaluation.

Attachments:

- A List of Contracts
- B Original Draft Request for Proposal to Select Ad Agency
- C Revised Draft Request for Proposal
- D Recommended Alternative Approach to Select Ad Agency
- E Media Data Summary

LIST OF CONTACTS

- I. POPULATION WELFARE DIVISION, GOVERNMENT OF PAKISTAN (GOP)
Jamil Mohsin Mansion Building, Melody Civic Center
Islamabad - Pakistan Tel: 826982/828537
- . Mr. M. A Kareem Iqbal : Federal Secretary
 - . Dr. Abdul Khaliq : Population Secretary, Baluchistan
 - . Mr. Ibrahim Khan : Population Secretary, N.W.F.P
 - . Mr. Khan Ahmad Goraya : Director General, Program
 - . Mr. A. Rashid Khan : Director, Communications
- II. MINISTRY OF HEALTH AND SOCIAL WELFARE, GOP
Basic Health Care Unit
National Institute of Health
Islamabad - Pakistan Tel: 828607
- . Col. M. Akram : National Manager, EPI
 - . Dr. Witjaksono : WHO Advisor, EPI
 - . Dr. Imtiaz : Director, Malaria Control
 - . Mr. Qamar Siddiqui : Health Education Officer
 - . Mr. Abdul Sattar Chaudhary : Health Education Advisor
 - . Dr. M. Zafar Ahmad : Assistant Director General Health
 - . Dr. M.A. Chaudhary : Deputy Director General Health
 - . Dr. Abdul Hakim : Directorate of Malaria
- III. NATIONAL DEVELOPMENT FINANCE CORPORATION, GOP
7-A, Main Bonlevard
Gulberg II
Lahore - Pakistan Tel: 883900
- . Farooq Hassan : Senior Vice President, North Zone
- IV. RADIO PAKISTAN, GOP
Pakistan Broadcasting Corporation Building
Islamabad - Pakistan Tel: 821703
- . Mr. Saleem Gilani : Director of Programming
 - . Mr. Ajaz Ahmed : Finance Director
- V. PAKISTAN TELEVISION, GOP
Shalimar 5/1, Constitution Ave.,
Islamabad - Pakistan Tel: 812461-5
- . Mr. Fazal Kamal : Director of Programming

VI. UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT (USAID)

USAID Building

18 Ataturk Ave., Ramna 5

Islamabad - Pakistan

Tel: 824071-77

- . Raymond S. Martin : Chief, Health, Population & Nutrition
- . Dr. William H. Jansen : Deputy Chief, HPN
- . Dr. William Chin : USAID Malaria Advisor

DRAFT
REQUEST FOR PROPOSAL
FOR
COMMUNICATION PLAN
FOR 1986-87 & 1987-38
POPULATION WELFARE DIVISION
GOVERNMENT OF PAKISTAN

The Government of Pakistan, Population Welfare Division, through their consultants M/s Pakistan Consultancy Services (A Division of NDFC) seeking proposals from advertising agencies based in Pakistan to undertake/launch a comprehensive communication programme. To this end we are issuing the following request for proposal (RFP) constituting the following:

- Introduction and Background.
- Details of the Program.
- Relationship and Responsibilities.
- Communication Budget 1986-87, 87-88.
- Contracting Mechanism.
- Evaluation and Selection Criteria
- Instructions to offerors

Any questions/clarifications regarding this (RFP) may be addressed to Mr Agha Akhtar Ali, Director Marketing (Alternate Mr. Jamil Iqbal, AUP), Pakistan Consultancy Services, 7th floor, Shaheen Commercial Complex, M.R. Kayani Road, Karachi (Telephone No. 525107-09)

INTRODUCTION AND BACKGROUND

The PWD's Communication Programme was dormant for almost a decade. In April, 85 an advertising programme was launched and the tempo gradually built up. Media campaigns were launched through Radio, T.V.

2

d press. These campaigns, revised from time to time are continuing with
ring intensity and frequency. Estimated expenditure on various medias
ring the period April 85 - June 86 is shown in annexure 'A'.

Population Welfare Division now wishes to undertake a revised
communication programme for the years 1986-87, 1987-88. The objectives of
the Communication Programme are:

- i) mobilizing favourable opinions and attitudes among planners
and authorities to a point where they exert themselves in
the interest of promoting population planning practices.
- ii) mobilizing local (community and villages) action groups.
- iii) to remove Socio-Psychological barriers or causes of
resistance, to adopt family planning.
- iv) to minimize increasing acceptance and use of family planning
to the gap between knowledge and practice.

AIMS OF THE PROGRAM

Communication Strategy for 1986-87, 1987-88

The Communication Plan provides for utilization of the following
channels and media for dissemination of themes/messages aimed at bringing
about desired changes in attitude and behaviour patterns:-

- i) T.V.
- II) Radio
- iii) Press
- iv) Films/Audiovisual
- v) Print material
- vi) Traditional media
- vii) Interpersonal communication for promotional material.

The target groups identified for the proposed communication Plan are as follows:

PRIME

1. Fertile Couples
 - with no children
 - with one or two children
 - with more than two children
2. Young People of marriagable age.
3. Gross root communities, Mohallas/Villages

SUPPORTIVE

1. Potential Motivators and Opinion leaders.
2. Field workers of Population Welfare Planning and other relevant agencies.

- 4
3. Planners and other authorities in society as well as government.

The Agency shall focus on the prime target groups. The 'Supportive Groups' shall also be given communication treatment so that the main theme, message and objective is reinforced.

The following are approved six themes which are the basis of developing various campaigns, being projected through various channels of media:-

1. Small family norm.
2. Responsible parent-hood.
3. Status of women.
4. Age at marriage.
5. Mother and Child Health.
6. Female literacy/education in general adult literacy.

Of these the first constitutes the Basic Fundamental Ethos of the Communication Plan. The other themes are peripheral and supportive.

Population Welfare Division has launched a full-fledged campaign through Radio, T.V and Press and other channels since April, 1985 in an indirect manner. But the current campaigns are direct in content and projection. A brief resume of the present campaign and proposed future programmes are discussed in the following paragraphs:

✓

Television

T.V spots developed on the basis of six themes are being telecast prime time since April, 1985. The current spots are direct in message. Uptill now a total of about 351 spots were telecast. Following additional programmes are proposed to be telecast from T.V in future:-

- a) Utilization of Quizes and drama serials to Project Population Welfare themes/messages in national and regional language.
- b) 10-15 seconds Teleps in place of current jingles in national and regional language, developed on each theme separately.
- c) 10 -minutes regional language panel discussions on community/national problem and need to adopt small family norm as a way of life.

Radio

Two radio jingles developed on the six theses with projection of child family norm are being broadcast twice daily on national hook up prime time. Uptill, now 420 jingles have been broadcast through 9 stations.

Regional Radio programmes in regional languages have also been started in the province of Punjab and Baluchistan since February and

nury 1986 respectively. The Provinces of Sind and NWFP have been requested to start their programmes as well. Following programmes are proposed for future in addition to present campaign.

- i) Weekly 10-15 minutes sponsored programmes in Urdu at national hook up.
- ii) To develop and broadcast 10-15 second teleps at national hook ups in urdu as well as in the regional languages.
- iii) Suitable incorporation of our themes into radio Quizes and plays.

Press

A special supplement on Population Welfare Programme was brought in daily Muslim on 19-12-1985. Selected ads on the six themes have resumed in national dailies and regional newspapers since 12th December, 1985. Uptill now, about 1485 ads have appeared. Besides continuation of these ads, following are proposed for press campaign:-

- a) Extension of ads to Urdu/Regional language periodicals.
- b) Publishing of FW Centres and Reproductive Health Services Centres addresses with ads.
- c) To activate publication of regular articles, columns and discussion (in letters column) on population problems and family welfare issues.

- d) Production of motivational/educational material in urdu and regional languages for different target groups.

the address may be published atleast once a month in national and regional newspapers by rotation.

Production of documentaries/feature films

Arrangements are being made to screen present T.V jingles in cinema houses under compulsory viewing through Provincial Information departments. PWD also anticipate production of documentaries/feature films. Of prime importance would be 35 mm and 16 mm films in urdu and regional languages, for screening through cinema houses and through AV centres. The six themes may be used to develop scripts etc. to promote behavioral change in favour of small family size.

Printing and Fixed display media

The following items were printed for distribution to acceptors, union leaders/local influentials etc., since 1983:-

i)	Parwarish calendars	.....	25,000
ii)	Hand bills	.....	500,000
iii)	Mufeed Mashwarey	.....	50,000
iv)	Motivational folders	.....	60,000
v)	Districtwise 1985 calendars containing addresses of FWCs and RH Centres.	.....	115,000

vi)	Diaries-cum-purses in 1985	.....	30,000
vii)	Districtwise 1986	.....	100,000
viii)	Training manuals etc.	.....

Interpersonal Communication

Interpersonal and Group Communication is an effective means to bring about behavioral changes in favour of new concepts and practices. Interpersonal programmes need to be supported and reinforced by mass media campaigns. Interlinkages and relationships between mass media campaigns and Interpersonal Communication may be developed by the advertising agency as a base to organize Interpersonal Campaigns by PWD's old staff.

Monitoring and Evaluation

The PC-1 provides for built-in monitoring system. Pakistan Sultancy Services shall undertake, themselves or through subcontract, communication and Market research, to evaluate the effectiveness of the communication. The analysis and feed back thus obtained shall be used as input/Basis to modify the Advertising Campaign. In fact market and consumer research shall be a basic feature of the programme, and will provide continuous input to the Communication Plan Administrators for medial change and modification.

RELATIONSHIP AND RESPONSIBILITIES

In the communication programme, three major entities will be involved:

1. Government of Pakistan (Population Welfare Division)
2. Pakistan Consultancy Services.
3. The Selected Advertising Agency.

It is important that the inter-action and responsibilities of each of these be understood.

- a) The PWD of the Ministry of Planning and Development will contract directly with the advertising agency for the execution of the advertising campaign. Payment will be made to the agency directly by PWD, although the bills will be submitted by the Agency to PCS who after verification will forward them to PWD for payment. The procedural aspects regarding payment will need to be discussed and formulated after the agency has been selected. A Communication steering committee comprising of 2 senior officials from PWD and 2 from PCS will be responsible for the approval and day to day management of the programme. However all policy/major decisions will be taken by the Secretary, PWD, on the recommendations of the steering committee.
- b) The PWD is using Pakistan Consultancy Services as its general consultant in regard to all communication activities. PCS will develop a request for proposal, evaluate responses and recommend choice of advertising

agency. PCS will also interface directly with the agency on all operational and routine matters.

- c) The selected advertising agency through its authorised representative or representatives will be responsible for the development of the communication strategy and its implementation thereafter. Their functions will span the whole gamut of advertising and communication activities and they will undertake any other work on behalf of the PWD or PCS.

COMMUNICATION BUDGET FOR 1986-87, 1987-88

The monetary outlay for the major elements of the communication are estimated as follows:-

	(Rs. in million)	
	<u>1986-87</u>	<u>1987-88</u>
a) Procurement, Printing and production of motivational material/ items, films and A.V supplies	5.000	4.00
b) Radio	4.000	4.000
c) T.V Programme	4.000	4.000
d) Press	<u>2.000</u>	<u>2.000</u>
Total:	<u>15.000</u>	<u>14.000</u>

The communication Strategy developed by the Advertising should be within the confines of the overall Budget, but the media mix and budget get allocated to each media may be changed, as the agency deems fit.

If the GOP makes additional provisions for the communication programme the agency shall be informed accordingly and given ample time to revise/modify their strategy.

CONTRACT MECHANISM

The contract for the advertising/communication programme will be initially for 2 years. Thereafter it may be extended, on mutual consent pending on the requirements that emerge after the formulation of the five year plan. The contract will be the standard contract signed between any advertising agency and any client as normally stipulated by APNS/PAA.

EVALUATION AND SELECTION CRITERIA

The primary consideration is intended to be - which offerer can form the contract in a manner most advantageous to the Government, as determined by evaluation of proposals according to established evaluation criteria. The following criteria will be used to evaluate and rank proposals. Proposals from firms not possessing the minimum qualifications listed in this RFP will be immediately disqualified and not considered in the ranking process. Proposals from firms meeting the minimum qualifications will be scored against the evaluation criteria. The proposal receiving the highest number of points will be ranked highest provided that the firm receives points in every category. Proposals that are not awarded any points whatsoever for any of the listed criteria will be considered non-responsive and will not be



nsidered further. Contract negotiations will be conducted initially
th the offerer with the highest ranked proposal. If satisfactory
gotiations are not concluded with this firm, negotiations will be
nducted with the second renked proposal, and so on.

MINIMUM QUALIFICATION

To qualify to bid for the communication programme, the
advertising agency must conform to the following minimum
requirements:

- 1) Legal incorporation in Pakistan and the necessary accreditation.
- 2) Atleast 3-5 years of (demonstrated) experience as a successful advertising agency in Pakistan.
- 3) Location: Agency will be Headquartered in Karachi or Islamabad or atleast have one of these cities as a base for major operations.
- 4) The agency will have a minimum verifiable billing of Rs.20.00 million per annum.

Points to be awarded

(100 maximum)

CRITERIA

General 25

- Verifiable billing (annual)

- Complete list of clients

- Location of Head Office

- Geographical spread i.e. ability to provide service in different locations

- Legal status and accreditation.

- Financial status duly evidenced by a certified financial statement for past 4 years.

- Awards/citations received - list of major awards, certificates received from PTC/APNS etc.

Technical and administrative, capabilities..... 25

- In house production capability for press ads T.V Commercials, Radio Sports/Films etc.

- Experience/ability to handle market/advertising research.
- Back up availability of panel of experts.
- International Affiliation.
- Availability of qualified personnel in each of the major sub-disciplines of Advertising. Bio-data of each Deptt. Head to be provided..... 25

Communication Proposal 50

- Thoroughness and appropriateness of the proposed communication strategy and the proposed plans for reaching defined objective.
- Degree to which proposal reflects the understanding of the communication principals involved.
- Methodology for developing the advertising campaign.
- Creativity of proposal in terms of approach and methodology.
- Cost effectiveness of proposal.

Also enclosed with this request for proposal (RF) is the following document

PC-1. (Communication Plan 1984-88) This is a comprehensive document which both qualifies and quantifies the requirements in relation to the communication programme. It is stressed that the document be analysed properly, the non-relevant portions being ignored, while the advertising agency seeks to develop its communication strategy.

INSTRUCTIONS TO OFFERERS

All offerers shall follow the instructions contained herein and supply all information requested. Even partial non-compliance may result in the disqualification of a proposal.

Supply of full, accurate and complete information

Offerers must set forth full, accurate and complete information as required by this Request for Proposal and subsequent amendments, if any, thereto.

Minimum period for accepting the proposal

Proposals offering less than 60 days for acceptance by the Government from the closing date will be considered non-responsive and will be rejected.

Government-furnished property

No material, labour, or facilities will be furnished by the government unless otherwise provided for in this RFP.

Preparation and completeness of proposals

Offerers are requested to submit a proposals directly responsive to all the terms, conditions, specifications and clauses of this Request for Proposal. Proposals must offer the provision of all services included in this Request for Proposals. Proposals not conforming to this Request for Proposal will be categorized as non-responsive and eliminated from further consideration.

Non-Commitment of the Government of Pakistan

This request for Proposal does not commit the Government of Pakistan to pay any costs incurred in the preparation of a proposal nor to procure or contract for services or supplies.

Alternate Proposals

If you desire to submit a proposal on other terms which you believe are advantageous to the Government, you should submit, in addition to a responsive proposal, an alternate proposal

reflecting such advantages. A proposal directly responsive to this Request for Proposal must be submitted before consideration can be given to an alternate proposal.

Disclosure of Information

In the event a proposal includes information which the offerer does not want disclosed to the public or used by the Government for any purpose other than evaluation of the proposal, the offerer must mark each sheet of data which he so wishes to restrict with the legend set forth below:

"This data furnished in response to (identify RFP), shall not be disclosed outside the Government or be duplicated, used or disclosed in whole or in part for any purpose other than to evaluate the proposal provided, that if a contract is awarded to this offerer as a result of or in connection with the submission of such data, the Government shall have the right to disclose, use or duplicate this data to the extent provided in the contract. This restriction does not limit the Government's right to use information contained in such data if it is obtained from another source".

Negotiation and Administration

The offerer is requested to provide the name and telephone number of personnel cognisant in negotiation and administration

in connection with the offer submitted in response to this Request for Proposal.

Late P roposal

1. Any proposal received at the office designated in the soliciation after the exact time specified for receipt will not be considered unless it is received before the award is made, and:

a) It was sent by registered or certified mail not later than the fifth calendar day prior to the date specified for receipt of offes (e.g. an offer submitted in response to a soliciation requiring receipt of offers by the 20th of the month must hve been mailed by the 15th or earlier);

b) It was sent by mail (or telegram if authorized) and it is determined by the PCS that the late receipt was due solely to mishandling by PCS after receipt at NDFC; or

c) It is the only proposal received.

2. Any modification of a proposal, except a modification resulting from the request for "best and final" offer, is subject to the same conditions as in (1)a and (1)b of this provision.

3. A modification resulting from the request for "best and final" offer received after the time and date specified in the request will not be considered unless received before award and the late receipt is due solely to mishandling by the NDFC after receipt at NDFC Karachi.

4. The only acceptable evidence to establish:
 - a) The date of mailing of a late proposal or modification sent either by registered or certified mail is the Postal Service postmark on the wrapper or on the original receipt from the Postal Service. If neither postmark shows a legible date, the proposal or modification shall be deemed to have been mailed late. (The term "postmark" means a printed, stamped, or otherwise placed impression that is readily identifiable without further action as having been supplied and affixed on the date of mailing by employees of the Postal Service).

 - b) The time of receipt at NDFC Karachi is the time-date stamp of such installation of the proposal wrapper or other documentary evidence of receipt maintained by the installation.

5. Notwithstanding (1), (2) and (3) of this provision, a late modification of an otherwise successful proposal which makes its terms more favourable to the Government of

Pakistan will be considered at any time it is received and may be accepted.

6. Proposals may be withdrawn by written or telegraphic notice received at any time prior to award. Proposals may be withdrawn in person by an offerer or his authorized representative, provided his identity is made known and he signs a receipt for the proposal prior to award.

MANOFF INTERNATIONAL REVISED

D R A F T

REQUEST FOR PROPOSAL

F O R

COMMUNICATION PLAN

FOR 1986-87 & 1987-88

POPULATION WELFARE DIVISION
GOVERNMENT OF PAKISTAN

- Note:
- (i) In the interest of total neutrality and objectivity, it is recommended that separate RFP's be issued for (a) the market research to be done, and (b) the advertising agency function. Therefore references to NDFC are not included in this document.
 - (ii) All changes to the original draft RFP contained in this document are underlined.

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The Government of Pakistan, Population Welfare Divivison, through their consultants M/S Pakistan Consultancy Services (A Division of NDFC) is seeking proposals from private sector Market Research Organizations and advertising agencies based in Pakistan to develop/undertake/launch a comprehensive communication programme. To this end we are issuing the following requests for proposal (RFP) constituting the following:

- Introduction and Background
- Details of the Program.
- Relationship and Responsibilities.
- Communication Budget 1986-87, 87-88
- Contracting Mechanism.
- Evaluation and Selection Criteria.
- Instructions to offerors.

Monitoring and Evaluations (formerly p-9)

In order to maintain a totally objective point of view, and to obtain optimally objective and neutral data and recommendations, both Market Research Activity and Advertising Planning, Development and Executions shall be conducted and developed by qualified private sector organizations under contract.

All Market Research shall be implemented separately (thereby creating a separate RFP in Market Research) from the RFP for a Communication plan to be filled by the Advertising Agency.

Market Research activities should be seen as an objective and neutral source of data for the Population Welfare Division and for the advertising agency for Target Audience definition and refinement, meaningful message content design and as a general campaign proposal device. The Market Research Organization will also be responsible for

the design and execution of the Communication Assessment one year after the initiation of the new advertising campaign. The MRO will be expected/contractually bound to be a continuous source of analysis, interpretation and feedback for the development/analysis of the communication campaign and its improvement over time.

Any questions/clarifications regarding these (RFPs) may be addressed to Mr. Agha Akhtar Ali, Director Marketing (Alternate Mr. Jamil Murtaza, AVP), Pakistan Consultancy services, 7th Floor, Shaheen Commercial Complex, M.R. Kayani Road, Karachi. (Telephone No. 525107-09).

INTRODUCTION AND BACKGROUND:

The PWD's Communication Programme was dormant for almost a decade. In April, 1985 an advertising programme was launched and the tempo was gradually built up. Media campaigns were launched through Radio, T.V. and press. These campaigns, revised from time to time are continuing with varying intensity and frequency. Estimated expenditure on various medias during the period April 85 - June 86 is shown in annexure 'A'.

Population Welfare Division now wishes to undertake a revised communication programme based on validated up front market research for the years 1986-87, 1987-88. The qualitative objectives of the Communication Programme are:

PRIMARY

(1) to make the attitude of rural and urban masses favourable to contraceptive practices and to minimize the gap between knowledge and practice.

(2) to remove socio-psychological barriers or causes of resistance and to adopt family planning.

(3) to encourage the target audience to visit and seek advice/assistance from the FWCs.

SECONDARY

(1) to mobilize favourable opinions and attitudes among planners and authorities to a point where they exert themselves in the interest of promoting population planning practices, and

(2) mobilizing local (community/village) action groups.

The quantitative/measurable objectives of the Communication Programme are:

- i) increase traffic/visits to FWC
- ii) minimum 25% awareness of media messages in target audience,
- iii) a measurement of pre and post campaign contraceptive and family planning practices.

Note: The introduction and background section, in the interest of totality, should give here a brief, but concise description of the :

- i) distribution system (ie no of FWCs and where)
- ii) the staffing of the PWCs
- iii) the organization of the PWD.

DETAILS OF THE PROGRAM

Communication Plan for 1986-87, 1987-88

1. The Communication Plan contemplates utilization of some or all of the following channels and media aimed at bringing about desired changes in attitude and behaviour patterns:

- i) T.V.
- ii) Radio

- iii) Press
- iv) Films/Audiovisual
- v) Print material
- vi) Traditional media
- vii) Promotional Materials

(vii) Interpersonal Communication.

Interpersonal and Group Communication is an effective means to bring about behavioral changes in favour of new concepts and practices. Interpersonal programmes need to be supported and reinforced by mass media campaigns. Interlinkages and relationships between mass media campaigns and Interpersonal Communication may be developed by the advertising agency as a base to organize Interpersonal Campaigns by PWD's field staff.

The above media will be utilized according to a specific Media Plan to be developed and refined by the advertising agency in accordance with programme priorities and available budgets per approval by the Steering Committee and Secretary.

The Target Groups identified for the proposed Communication Plan are as follows, and may include some or all of the following dependent upon decisions arrived at with advertising agency recommendations and participation:

PRIMARY:

- (1) Fertile men and women in rural population
- (2) urban lower socioeconomic groups

TARGET SEGMENTS:

- (1) Fertile couples with
 - with no children
 - with one or two children

with two or more children

- (2) Young people of marriageable age
- (3) Grass roots communities, Mullahs/Villages

SECONDARY

1. Potential Motivators and Opinion leaders.
2. Field workers of Population Welfare Planning and other relevant agencies.
3. Planners and other authorities in society as well as government.

These target groups will be more specifically defined and analyzed according to an audience analysis report to be developed by the Market Research Organizations and Advertising Agency in accordance with program priorities and approval by the steering Committee and Secretary.

The Agency shall focus on the prime target groups in rural and urban areas. The 'SEcondary Groups' shall also be given communication treatment so that the main theme, message and objective is reinforced.

3. The following six subjects are approved in an order of priority which the PWD seeks to address itself to the public through various media channels:

1. Small family norm
2. Responsible parenthood
3. Status of women
4. Age at marriage
5. Mother and Child Health
6. Female literacy/education in general/adult literacy

As the current campaign continues until the new campaign is developed on the basis of Market Research, it will be evaluated through market research to determine the extent and validity of target group interest in the above subjects.

Following target Group research into the significance of the above subjects, and the identification of new, significantly meaningful themes, the Advertising Agency should develop and propose new media messages within the general policy guidelines and objectives of PWD.

4. Population Welfare Division has launched a full-fledged campaign through Radio, TV and Press and other channels since April, 1985 in an indirect manner. But the current campaigns are direct in content and projection. A brief resume of the present, and past campaigns are discussed in the following paragraphs:

However, the PWD will entertain agency proposals for alternate Media Plans based on supportive rationales. It must also be remembered that a basic media objective is the maximum reach in our target audience as well as maximum frequency of messages as determined by the budget.

Television

5. T.V. spots developed on the basis of six themes are being telecast at prime time since April, 1985. The current spots are direct in message. Uptill now a total of about 351 spots were telecast.

Radio

6. Two radio jingles developed on the six themes with projection of 2-child family norm are being broadcast twice daily on national hook up at prime time. Until now 420 jingles have been broadcast through 9 stations.

7. Regional Radio programmes in regional languages have also been started in the province of Punjab and Baluchistan since February and January 1986 respectively. The Provinces of Sind and NWFP have been requested to start their programmes as well.

Press

8. A special supplement on Population Welfare Programme was brought out in daily Muslim on 19-12-1985. Selected ads on the six themes have been resumed in national dailies and regional newspapers since 12th December, 1985. Uptill now, about 1485 ads have appeared.

Production of documentaries/feature films

9. Arrangements are being made to screen present TV jingles in cinema houses under compulsory viewing through Provincial Information Departments. PWD also anticipates production of documentaries/feature films. Of prime importance would be 35 mm and 16 mm films in urdu and regional languages, for screening through cinema houses and through AV vans.

A portion of production funds may be used to produce video tapes instead of or in addition to films. As with all other media, the above will depend upon agency recommendations for maximum media effectiveness and optimum use of the Media Budget.

Printing and Fixed display media

10. The following items were printed for distribution to acceptors, opinion leaders/local influentials etc., since 1983:

i)	Parawish calendars	--	25,000
ii)	Hand bills	--	500,000
iii)	Mufeed Mashwarey	--	50,000
iv)	Motivational folders	--	60,000
v)	Districtwise 1985 calendars	--	115,000

containing addresses of FWCs
and RH Centers.

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vi)	Diaries-cum-purses in 1985	--	30,000
vii)	Districtwise 1986	--	100,000
viii)	Training manuals etc.	--	?

RELATIONSHIP AND RESPONSIBILITIES:

In the communication programme, five major entities will be involved:

1. Government of Pakistan (Population Welfare Division)
2. USAID
3. Pakistan Consultancy Services.
4. The Selected Market Research Organization
5. The Selected Advertising Agency

It is important that the inter-action and responsibilities of each of these be understood:

- a) The PWD of the Ministry of Planning and Development will contract directly with the advertising agency for the development and execution of the advertising campaign, and the market research organization for the design, execution and interpretation of the results, as well as the indicated findings as they relate to the design of the advertising message and media plans.

|PAYMENT: Due to the necessity of clarifying the question |
|of payment procedures between PWD and USAID, this section|
|has been deleted at this point pending resolution of the |
|issue.

- A. Communication steering Committee comprising of 2 senior officials from PWD and 2 from PCS will be responsible for the approval and day to day management of the programme. However all policy/major decisions will be taken by the Secretary, PWD on the recommendations of the steering committee.
- B) The PWD is using Pakistan Consultancy services as its general consultant in regard to all communication activities. PSC will develop a request for proposal, evaluate responses and recommend choice of advertising agency and Market Research Organization. PCS will also interface directly with the agency and MRO on all operational and routine matters.
- C) The related Market Research Organization through its authorized representatives or representatives will be responsible for the development, execution, analyses and reporting of the research conducted, such as the design and development of the research questionnaire and report format, subject to approval of the steering Committee and Secretary.
- D) The selected advertising agency through its authorised representative or representatives will be responsible for the development of the communication strategy and its implementation thereafter subject to the approval of the Steering Committee and Secretary. Their functions will be span the whole gaumet of advertising and communication activities and they will undertake any other work on behalf of the PWD or PCS.

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COMMUNICATION BUDGET FOR 1986-87, 1987-88

The monetary outlay for the major elements of the communication plan are estimated as follows:

1986-1987 : Rs. 15 million

1987-1988 : Rs. 16 million

Note: An increasing, not decreasing, budgets must be shown to attract valid agencies.

The communication strategy developed by the Advertising Agency should stay within the confines of the overall budget, should be recommended and justified by the advertising Agency, based on research results and compatability with the Communication Strategy.

If the GOP makes additional provisions for the communication programme the agency shall be informed accordingly and given ample time to revise/modify their strategy.

MARKET RESEARCH BUDGET FOR 1986-87

The monetary outlay for the major elements of the Market Research Plans are estimated as follows:

1986 - 1987 : To be determined

1987 - 1988 : To be determined

The Market Research Plan developed by the MRO should stay within the overall budget.

If the GOP makes additional provisions for the Market Research Program the MRO shall be informed accordingly and given ample time to revise/modify their strategy.

CONTRACT MECHANISM

The contract for the advertising/communication, as well as Market Research programme will be initially for 2 years. Thereafter it

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may be extended, on mutual consent depending on the requirements that emerge after the formulation of the 7th five year plan. The contract will be the standard contract signed between any advertising agency and any client as normally stipulated by the APNS/PAA. (A standard contract for the MRO will also to be developed).

EVALUATION AND SELECTION CRITERIA: MARKET RESEARCH ORGANIZATION

The primary consideration is intended to be which offerer can perform the contract in a manner most advantageous to the Government, as determined by evaluation of proposals according to established evaluation criteria. The following criteria will be used to evaluate and rank proposals. Proposals from firms not possessing the minimum qualifications listed in this RFP will be immediately disqualified and not considered in the ranking process. Proposals from firms meeting the minimum qualifications will be scored against the evaluation criteria. The proposal receiving the highest number of points will be ranked highest provided that the firm receives points in every category. Proposals that are not awarded any points whatsoever for any of the listed criteria will be considered non-responsive and will not be considered further. Contract negotiations will be conducted initially with the offerer with the highest ranked proposal. If satisfactory negotiations are not concluded with this firm, negotiations will be conducted with the second ranked proposal, and so on.

1. MINIMUM QUALIFICATION:

To qualify to bid for the Market Research programme, the Market Research Organization must conform to the following minimum requirements:

1. Legal incorporation in Pakistan and the necessary accreditation.

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2. At least 3-5 years of (demonstrated) experience as a successful market research organization in Pakistan, specifically including experience in non urban areas and with lower income urban groups.
3. Location: Agency will be headquartered in Karachi or Islamabad or at least have one of these cities as a base for major operations.
4. The organization will have a minimum verifiable billing of Rs. million per annum.

Points to be awarded

(100 maximum)

2.

CRITERIA:

General

....

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- Verifiable billing (annual)
- Complete list of clients
- Location of Head Office
- Geographical spread i.e. ability to provide service in different locations.
- Legal status and accreditation.
- Financial status duly evidenced by a certified financial statement for past 4 years.
- Awards/citations received - list of major awards, certificates received.

Technical and administrative, capabilities

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25

- In house capability for statistical analyses, psychological, motivational and social behaviour research and analysis.
- Experience/ability to handle market/ advertising research.
- Back up availability of panel of experts.
- Availability of qualified personnel in each of the major sub-disciplines of Market Research. Bio-data of each Department Head to be provided, as well as those people directly assigned to this account

Market Research

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- Thoroughness and appropriateness of the proposed market research plan and the proposed plans for reaching defined objective.
- Degree to which proposal reflects the understanding of the objectives and principals involved.
- Methodology for developing the market research plan.
- Creativity of proposal in terms of approach and methodology.
- Cost effectiveness of proposal.

Also enclosed with this request for proposal (RF) is the following document:

1. PC-1. (Communication Plan 1984-88). This is a comprehensive document which both qualifies and quantifies the requirements in relation to the communication programme. It is stressed that the document be analysed properly, the non relevant portions being ignored, while the advertising agency seeks to develop its communication strategy.

EVALUATION AND SELECTION CRITERIA: ADVERTISING AGENCY

The primary consideration is intended to be - which offerer can perform the contract in a manner most advantageous to the Government, as determined by evaluation of proposals according to established evaluation criteria. The following criteria will be used to evaluate and rank

proposals. Proposals from firms not possessing the minimum qualifications listed in this RFP will be immediately disqualified and not considered in the ranking process. Proposals from firms meeting the minimum qualifications will be scored against the evaluation criteria. The proposal receiving the highest number of points will be ranked highest provided that the firm receives points in every category. Proposals that are not awarded any points whatsoever for any of the listed criteria will be considered non-responsive and will not be considered further. Contract negotiations will be conducted initially with the offerer with the highest ranked proposal. If satisfactory negotiations will be conducted with the second ranked proposal, and so on.

1. MINIMUM QUALIFICATION:

To qualify to bid for the communication programme, the advertising agency must conform to the following minimum requirements:

1. Legal incorporation in Pakistan and the necessary accreditation.
2. At least 3-5 years of (demonstrated) experience as a successful advertising agency in Pakistan, specifically including experience in lower income urban groups.
3. Location: Agency will be headquartered in Karachi or Islamabad or at least have one of these cities as a base for major operations.
4. The agency will have a minimum verifiable billing of Rs. 20.00 million per annum

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Points to be awarded

(100 maximum)

2. CRITERIA:

General

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- Verifiable billing (annual)
- Complete list of clients
- Location of Head Office
- Geographical spread i.e. ability to provide service in different locations.
- Legal status and accreditation.
- Financial status duly evidenced by a certified financial statement for past 4 years.
- Awards/citations received - list of major awards, certificates received from PTV/APNS etc.

Technical and administrative, capabilities

25

- In house production capability for press ads TV Commercials, Radio spots/films etc.
- Experience/ability to handle market/advertising research.
- Back up availability of panel of experts.
- Availability of qualified personnel in each of the major sub-disciplines of Advertising. Bio-data of each Department Head to be provided as well as those of the persons directly assigned to this account.

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Communication proposal

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- Thoroughness and appropriateness of the proposed communication strategy and the proposed plans for reaching defined objectives.
- Degree to which proposal reflects the understanding of the communication principals involved.
- Methodology for developing the advertising campaign.
- Creativity of proposal in terms of approach and methodology.
- Cost effectiveness of proposal.

Also enclosed with this request for proposal (RF) is the following document:

1. PC-1. (Communication Plan 1984-88) This is a comprehensive document which both qualifies and quantifiesthe requirements in relation to the communication programme. It is stressed that the document be analysed properly, the non relevant portions being ignored, while the advertising agency seeks to develop its communication strategy.

INSTRUCTIONS TO THE OFFERERS (Same for MRO and Advertising Agency)

All offerers shall follow the instructions contained herein and supply all information requested. Even partial non-compliance may result in the disqualification of a proposal.

A. Supply of full, accurate and complete information

Offerers must set forth full, accurate and complete information as required by this Request for Proposal and subsequent amendments, if any, thereto.

B. Minimum period for accepting the proposal

Proposals offering less than 60 days for acceptance by the Government from the closing date will be considered non-responsive and will be rejected.

C. Government-furnished property

No material, labour, or facilities will be furnished by the government unless otherwise provided for in this RFP.

D. Preparation and completeness of proposals

Offerers are requested to submit a proposal directly responsive to all the terms, conditions, specifications and clauses of this Request for Proposal. proposals must offer the provision of all services included in this Request for Proposal. Proposals not conforming to this Request for Proposal will be categorized as non-responsive and eliminated from further consideration.

E. Non-Commitment of the Government of Pakistan

This Request for Proposal does not commit the Government of Pakistan to pay any costs incurred in the preparation of a proposal nor to procure or contract for services or supplies.

F. Alternate Proposals

If you desire to submit a proposal on other terms which you believe are advantageous to the Government, you should submit, in addition to a responsive proposal, an alternate proposal reflecting such advantages. A proposal directly responsive to this request for Proposal must be submitted before consideration can be given to an alternate proposal.

G. Disclosure of Information

In the event a proposal includes information which the offerer does not want disclosed to the public or used by the Government for any purpose other than evaluation of the proposal, the offerer must mark each sheet of data which he so wishes to restrict with the legend set forth below:

"This data furnished in response to (identify RFP), shall not be disclosed outside the Government or be duplicated, used or disclosed in whole or in part for any purpose other than to evaluate the proposal provided, that if a contract is awarded to this offerer as a result of or in connection with the submission of such data, the Government shall have the right to disclose, use or duplicate this data to the extent provided in the contract. This restriction does not limit the Government's right to use information contained in such data if it is obtained from another source".

I. Negotiation and Administration

The offerer is requested to provide the name and telephone number of personnel cognisant in negotiation and administration in connection with the offer submitted in response to this Request for Proposal.

J. Late Proposal

1. Any proposal received at the office designated in the solicitation after the exact time specified for receipt will not be considered unless:
 - a) It was sent by registered or certified mail not later than the fifth calendar day prior to the date specified for receipt of offers (e.g. an offer submitted in response to a solicitation requiring receipt of offers by the 20th of the month must have been mailed by the 15th or earlier);

- b) It was sent by mail (or telegram if authorized) and it is determined by PCS that the late receipt was due solely to mishandling by PCS after receipt at NDFC; or
 - c) It is the only proposal received.
2. Any modification of a proposal, except a modification resulting from the request for "best and final" offer, is subject to the same conditions as in (1)(a) and (1)(b) of this provision.
3. A modification resulting from the request for "best and final" offer received after the time and date specified in the request will not be considered unless received before award and the late receipt is due solely to mishandling by the NDFC after receipt at NDFC Karachi.
4. The only acceptable evidence to establish:
- a) The date of mailing of a late proposal or modification sent either by registered or certified mail is the Postal Service postmark on the wrapper or on the original receipt from the Postal Service. If neither postmark shows a legible date, the proposal or modification shall be deemed to have been mailed late. (The term "postmark" means a printed, stamped, or otherwise placed impression that is readily identifiable without further action as having been supplied and affixed on the date of mailing by employees of the Postal Service).
 - b) The time of receipt at NDFC Karachi is the time-date stamp of such installation on the proposal wrapper or other documentary evidence of receipt maintained by the installation.
5. Notwithstanding (1), (2) and (3) of this provision, a late modification of an otherwise successful proposal which makes its terms more favourable to the Government of Pakistan will be considered at any time it is received and may be accepted.

6. Proposals may be withdrawn by written or telegraphic notice received at any time prior to award. Proposals may be withdrawn in person by an offerer or his authorized representative, provided his identity is made known and he signs a receipt for the proposal prior to award.

Attachment D

RECOMMENDATION

An alternative Approach to selecting an Advertising Agency
for the Communication Plan 1986-1987 and 1987-1988
of the Public Welfare Department of the Government of Pakistan

Manoff International
May 1986
Islamabad, Pakistan

FOREWORD

Appointing an advertising agency is not the ultimate solution to the need for mass media expertise. It is the beginning of the solution but its ultimate effectiveness depends on how well the agency-client relationship is managed.

An Agency needs training from Clients

In addition to the need to impart to an agency all the knowledge about a client's "business", an agency for PWD will have to cultivate a sensitivity to the very special meaning of family planning promotion. Let us explain.

Advertising agencies as a rule are engaged in the promotion of fairly superficial behavior changes. This is the function of the competitive nature of their clients' businesses. For the most part they are battling for increased share-of-market for their brands against competing brands in the same product categories. Thus, one agency is battling for increased market-share for Brand A coffee against the agency with Brand B coffee. This means that their main target audience consists of those consumers who are already coffee drinkers. They do not need to be persuaded to change a deep-seated beverage preference for tea, for example. No. They are being seduced merely to switch from one brand to another.

Now, most consumer product categories are dominated by brands that have little distinction from one another. They are essentially parity products and therefore the share-of-market battle cannot lay claim to product distinctions and rational appeals to their value. Instead, advertising agencies are forced to resort to other means in order to arouse the emotions of their target consumers.

This explains why commercial advertising falls back on brand image advertising in which the consumer is hopefully courted with beguiling music, humor, romantic moods, sexual overtones, pretty women and handsome men, beach parties, gayety, a joyous trouble-free world in which the brand is positioned to share an association with such presumable appealing values.

But family planning practice is a radical behavior change for people and not one that can be easily effected by the superficial devices and values of imagistic messages. Effective family planning messages must penetrate to deeply-ingrained customs and values, grapple with them and if they constitute a source of resistance to the new behavior, seek to resolve that resistance little-by-little over time until the mind is opened to the new behavioral possibility and the individual is motivated to essay it.

This is not to say that emotional appeals and the communications devices that can help to evoke them have no place in family planning communications. But it is to say that they cannot be the predominant

elements in such communications as they are in the commercial world. The share-of-market struggle in the commercial world cannot summon up substantive appeals that have to do with the superiority of one brand of product over another. They have nothing to say to us. That's why they sing and dance their way onto our TV screens and cozy up to us with gentle laughter, good humor or romantic insinuations. Family planning communications that mimic such antics may produce enjoyable entertainment but will have little influence on changing peoples' attitudes toward contraceptive practice.

Agency creative people, talented as they may be, invariably have to be trained to a totally different approach to message design for meaningful behavior change objectives. Their talents have to be recycled, as it were, so they are made amenable to a different kind of message design requirement.

Moreover, most agencies have been weaned on urban target audiences because the opportunity for most of the consumer products they represent is in the cash marketplace of urban areas. Agency personnel must learn the different ways required to deal with a virtually cashless rural audience, in their idiom both of language and cultural value system, and their concerns, that are so different from those of their urban counterparts.

This is why the experiences garnered from other places and times and the lessons learned can make a big difference in an agency's performance once it is indoctrinated with these insights and its usual focus adjusted. This orientation is indispensable virtually every step of the way in the work scope and plan the agency must follow.

ALTERNATIVE PROCEDURE

This is not in the form of an RFP but is intended to be the basis for developing one should this recommended procedure be accepted in the future.

Much of this procedure is similar to what is already contained in the proposed RFP of the NDFC. The latter document has been effectively put together and we are in general agreement with its content and procedures. Our comments have been separately submitted. The purpose of this recommendation is to emphasize the advantage of one major departure from the procedure proposed in the NDFC RFP.

The research organization selection should be made prior to advertising agency selection.

The preparatory qualitative consumer research -- focus group interviews, individual in-depth interviews -- should be conducted promptly. The results analyzed and interpreted, and the analysis organized in terms of implications for strategy options -- i.e. objectives, target audiences, message (creative) strategies, media strategy, follow-up research strategies.

These findings from the research and their interpretation for strategic implications become the basis for an enriched situation study to be given each advertising agency prospect. The objective is to provide the agency with the actual insights it will need to produce its RFP response with truly meaningful message and media strategic thinking and recommendations. This will prove eminently more productive for agencies and more illuminating for PWD and NDFC in their judging agency qualifications.

The RFP procedure, at best, has severe limitations as a tool for advertising agency selection. Because of the highly competitive environment in which full-service agencies operate, they tend to offer equivalent basic services, use similar procedures in executing their assignments, and are compensated for their services according to a more or less standard formula. The international advertising trade press is replete with articles, most of them highly subjective, on what to look for in selecting an agency. But the consensus appears to be that the selection process is more art than science. There also appears to be a consensus (more so among agencies than among clients) that selecting an agency on the basis of "speculative" creative presentations is an unsound practice for a variety of good reasons.

What, then, distinguishes one agency from another? A partial list of characteristics might include the following:

1. The quality of the creative product; the imagination and ingenuity with which an agency translates lifeless strategies into memorable messages that the targeted audience is virtually compelled to act upon.

2. The soundness of an agency's strategic thinking.
3. The dedication of its staff to achieving the client's objective.
4. Its ability to construct a media plan from a carefully conceived media strategy in which every component makes a clearly definable contribution to the communications objective.
5. The compatibility of the key personnel assigned to the account with their client counterparts.
6. Intellectual honesty: the courage to stand behind its convictions, and to stand up to the client when necessary.
7. Willingness to work hard, to become thoroughly knowledgeable about the client's situation as quickly as possible; to anticipate problems and offer solutions; to discover opportunities and devise means of capitalizing on them; always to be ready to try new approaches when it appears that something is not working as well as it should. The subjective response in selecting an agency cannot be dismissed or eliminated, any more than a subjective response can be eliminated in choosing a new employee from among several equally well qualified candidates for a position.

It is recommended that the PWD and NDFC use the following procedure for selecting an agency for the mass media project:

1. After the results of the focus group interviews become available, the PWD and NDFC with assistance of the USAID consultancy will prepare a situation study that will contain:
 - a. An overview of the Population Division program, its Family Welfare centers, organization, personnel, etc.
 - b. Objectives of the strengthened PWD activity both nationally as well as locally with delineation of any special objectives by special areas, districts or special program activity.
 - c. A listing of the desired behavior themes and objectives ("Basic Messages") by priority.
 - d. A listing of the target audience groups by priority.
 - e. A summary of the key findings of the focus group interviews in terms of contraceptive practice awareness, attitude by target group, message and media strategies and measurable objectives.
2. The situation study should be sent to each of the agency candidates with the request for a preliminary written advertising marketing plan that should contain at least the following components:

- a. Situation analysis and interpretation for agency's future scope of work.
- b. Creative (message) strategy for each target group.
- c. Media strategy: media mix, etc.
- d. Twelve-month media plan: media mix, reach and frequency, target audience coverage, scheduling, rationale in terms of campaign objectives.
- e. Approximate budget.
- f. Relevant background of key account, creative, and media staff who will work on the project as the PWD account group.
- g. Relevant past experience with case histories.
- h. Capability for translating messages and materials into required multi-lingual versions.
- i. Special resources, if any, that will be utilized in executing the plan.
- j. Proposed method of compensation (if other than the standard rate of commission).

Agencies should be directed not to prepare speculative creative executions. Plans should be submitted within three weeks after receipt of brief.

3. Each agency will be requested to make a presentation of its plans at a meeting of an agency selection panel, composed of representatives of PWD, NDFC, and the USAID consultancy. Each meeting should last a maximum of two hours, including time for questions. The presentations should, insofar as possible, be given by the agency staff members who would be assigned to the account.

4. Each member of the agency selection panel will be provided with a scoring sheet to be filled in at the conclusion of each presentation. Using 5-point rating scales, panelists will be asked to rate each agency on the basis of the following criteria:

- a. Quality of overall plan.
- b. Understanding of the project's concepts and objectives.
- c. Relevant past experience.
- d. Soundness of proposed creative strategies.
- e. Soundness of proposed media strategies.
- f. Adequacy of media plan.
- g. Innovative thinking with respect to planning and proposed budget management.
- h. Caliber of proposed professional staff.
- i. Compatability of proposed agency staff with ICDS project staff.

5. At the conclusion of the round of presentations, scoring sheets will be tallied. Should the total scores of two or more agencies be equal or close, the selection panel should reconvene to resolve the matter on a subjective basis (agency-client "chemistry", enthusiasm of personnel, etc.) All other professional considerations being at close to parity, the question of inter-personal compatibility assumes greater importance. The agency-client relationship is a close personal service arrangement. Compatibility can make a perceptible difference in the quality of the work performed.

THE AGENCY WORK SCOPE AND PLAN

On the following pages is the work scope and plan sequence recommended by Manoff International for use by public sector clients utilizing the services of an advertising agency.

It can be made a part of the RFP by way of informing prospective advertising agencies of the work methodology and sequence that will be expected of the winning candidate. Agencies are asked to respond to this proposed work scope and plan indicating agreement or difference of opinion together with a rationale. This response becomes a basis for judging the agency's capability and commitment to what is an essential sequence of activities for developing, implementing and evaluating PWD's communication plan. Should the agency disagree but offer a viable alternative that represents an effective though different approach to the same tasks, its response should be favorably received.

On the other hand the PWD and the NDFC could withhold the work scope and plan in order to leave agencies free to describe their own. In that case the work scope and plan becomes a means of evaluating the thoroughness of each agency's work procedures and a source of questions for discussion during agency presentations.

In either case it is a recommended approach for the agency/client arrangement to getting the necessary work done on a task- by task-basis. It is the distillation of years of agency/client experience offering the best prospects to expeditious completion of the work on a logical sequential basis with an efficient input of time, energy and financial resources.

The success of an agency/client relationship depends in a major way on mutual understanding and regard. A systematic approach to the work, once agreed on by both, puts everyone on notice, minimizes distracting and conflicting directions and makes each task more likely to remain in sharp focus.

RECOMMENDED WORK SCOPE AND PLAN FOR
PWD MASS MEDIA PROGRAM

<u>ACTIVITIES</u>	<u>RESOURCES</u>
<u>Activity 1: Outline the Communication Plan</u>	
Objectives: To provide program administrators with an overview of the objectives, strategic options to be explored, resources and budgetary requirements.	Technical inputs from appropriate authorities: cost data from private and public sector organizations (research, media, production specialists); coverage data for formal and informal communications media. Plan will be developed by PWD with technical assistance from NDFC and USAID consultancy.
Step 1.1: Summarize the current situation with the PWD program including analysis of past experience.	
Step 1.2: Outline prospective options for all components of the communication plan.	
Step 1.3: Review situation study and communication plan outline with authorities and finalize.	
<u>Activity 2: Design Expanded Service Delivery</u>	
Objectives: To identify the roles of the various public channels through which new contraceptive distribution and services can be expanded.	Interviews with inter-sectoral authorities to determine their willingness/capability/logistical constraints in participating in distribution activity. Plan will be developed by the PWD.
Step 2.1: Evaluate current distribution through Family Welfare Centers and other means.	
Step 2.2: Identify all options for expanding distribution and service delivery.	
Step 2.3: Formulate written plans for improving distribution, if possible.	
Step 2.4: Review plans with appropriate authorities and obtain approval.	
Step 2.5: Combine with situation study and outline of communication plan (Activity 1).	

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Activity 3: Appoint Consumer Research Organization

Objectives: To be responsible for designing research protocols for requisite phases of research and to recommend design and carry them out.

PWD, NDFC with technical assistance from USAID consultancy.

Step 3.1: Review situation study, communication plan and PWD distribution and service delivery system.

Step 3.2 Design project qualitative research protocol (focus groups).

Activity 4: Conduct Focus Group Interviews

Objectives: To test concepts and to establish basis for (a) target audience, message design and media strategy decisions; (b) training and orientation sessions for all sectors involved.

Interviews with target audience will be conducted by local research resources, specially trained in focus groups research techniques. Focus groups will be conducted in geographically dispersed urban and rural areas of Pakistan, in requisite number of sessions with technical assistance of NDFC and USAID consultancy. Focus groups will address such issues as "resistance points" to proposed concepts and to contraceptive practice and ways to overcome them; reasons for not having used governmentally-distributed contraceptives in the past; past purchase, if any, from retail outlets, price paid and reaction to pricing; ability to follow directions on packet; reactions to various contraceptive choices; identification of authority figures to lend credibility to messages, media exposure patterns, etc. Interviews will be audiotaped, transcribed. Selected verbatim comments made by group participants may eventually be incorporated into the messages.

Step 4.1: Develop moderator guide.

Step 4.2: Train research personnel.

Step 4.3: Conduct focus group interviews.

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Activity 5: Analyze Focus Group Interviews and Write Report

Objectives: To provide action-oriented documentation for ensuing activities; to indicate what changes in strategy, if any, will need to be made.

Analysis and report will be prepared by research organization with technical review by NDFC and USAID consultancy.

Step 5.1: Analyze interviews.

Step 5.2: Prepare report.

Step 5.3: Update situation study, communication plan, distribution and service delivery plans and review with appropriate authorities.

Activity 6: Appoint Advertising Agency

Objectives: To be responsible for executing and revising communication plan as warranted into final messages, media plan and production of necessary media and promotional materials.

The advertising agency selected as the result of an RFP developed by PWD with assistance of NDFC, the research organization and USAID consultancy.

Activity 7: Design Message and Media Strategies

Objectives: To provide guidance and direction to writers, artists and production personnel involved in the preparation of the messages. Elements of message strategy include description of target audience characteristics; messages to be communicated; tonality; mandatory requirements.

Message strategy statement will be prepared with technical assistance of NDFC and USAID consultancy.

Step 7.1: Set message (creative) strategies: target audiences, themes, motivational elements, tonality, mandatory requirements.

The advertising agency in consultation with the appointed "client" steering committee (PWD, NDFC, USAID consultancy) perhaps better named the PWD Advertising Unit.

Step 7.2: Set media strategy: the media mix, objectives regarding target audiences, reach and frequency, continuity, etc.

Step 7.3: Determine promotion and information materials needed in extension of mass media messages.

Activity 8: Develop Prototype Messages

Objectives: To prepare sample messages for each medium, for subsequent pre-testing.

The advertising agency working under the direction of the PWD/AU.

Step 8.1: Produce sample messages, promotion and informational material for each medium.

Step 8.2: Review with appropriate authorities.

Activity 9: Develop Media Plan

Objectives: To provide detailed specifications regarding media mix; reach and frequency objectives; time periods; duration of campaign; budget.

Local advertising agency working under the direction of the PWD/AU.

Step 9.1: Analyze all available media data.

Step 9.2: Prepare written media plan.

Step 9.3: Review with appropriate authorities.

Activity 10: Pre-test Messages

Objectives : To ensure that messages are comprehended, credible, emotionally appealing, practical, culturally relevant and free of negatives.

Research personnel working under the direction of the PWD/AU. Pre-testing will be conducted among samples of the target audience both within the pilot test area and in geographically dispersed areas of urban and rural Pakistan.

Step 10.1: Develop pre-test instruments.

Step 10.2: Conduct pre-tests.

Step 10.3: Analyze results.

Activity 11: Revise Messages

Objectives : Modify messages in accordance with pre-test results (if indicated).

Advertising agency personnel and others working under the direction of the PWD/AU.

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Step 11.1: Revise messages.

Step 11.2: If major revisions are required, retest messages.

Step 11.3: Review with appropriate authorities.

Activity 12: Produce Final Messages

Step 12.1: Produce materials.

Advertising agency and outside production resources under the direction of the PWD/AU.

Step 12.2: Review with appropriate authorities

Activity 13: Produce Promotional Informational Materials

Objectives : To ensure that support materials provided to collaborating sectors, both public and private, communicate the identical messages being carried by the mass media.

Advertising agency and outside resources under the direction of the PWD/AU.

Step 13.1: Produce informational/educational materials for teachers, health workers, NGO personnel, etc.

Activity 14: Training and Orientation Meetings

Objectives : To familiarize all collaborating public and private sector organizations with the objectives, strategies and messages of the campaign, and of their respective responsibilities in helping to ensure its success.

GOP, NGO's, other sectoral personnel with participation of PWD/AU, advertising agency and research organizations.

Step 14.1: Prepare schedule of training and orientation meetings.

Step 14.2: Invite participants.

Step 14.3: Conduct meetings and distribute samples of appropriate materials.

Activity 15: Confirm Readiness of Distribution and Service Delivery Points

Objectives : To ensure that adequate supplies of contraceptives and promotion and information materials will reach all distribution points specified in the Distribution Plan prior to the start of the campaign.

Distributing organization(s) specified in the Distribution Plans.

Step 15.1: Distribute all materials as per pre-established means and time table.

Activity 16: Launch Mass Media Campaign

Step 16.1: Issue necessary orders, activating approved media plan.

Advertising agency under the direction of the PWD/AU.

Step 16.2: Issue press releases and hold press conferences to generate publicity for campaign.

Activity 17: Conduct In-Process Evaluation Research

Objectives : To determine the extent to which campaign achieves its objectives; whether all campaign components are operating as planned.

Research organization under the direction of the PWD/AU. Consumer research, among a sample of the target population, will measure acceptance of contraceptives; where obtained;

Step 17.1: Develop research design and instruments for consumer research.

Step 17.2: Conduct contraceptive acceptance audits.

experiences (satisfactions and dissatisfactions) with the products; awareness and recall of messages; etc.

Step 17.3: Conduct audits of Family Welfare Center traffic.

Step 17.4: Conduct consumer research on awareness, attitude toward messages and changes in perceptions.

Activity 18: Prepare Evaluation Report

Objectives : (a) To assess the effectiveness of the program in meeting its objectives and in terms of cost effectiveness; (b) to recommend whether the program should be modified and if so, what strategic modifications, if any, need be made.

Research organization and PWD/AU.

Step 18.1: Prepare draft report.

Step 18.2: Review report with appropriate authorities.

Step 18.3: Prepare final report.

Activity 19: Conduct Tracking Research

Objectives : To measure the long-term ongoing effects of of the program in terms of greater acceptance by the target population; and to ascertain need for change in strategies or message/media executions.

Advertising agency where changes may be indicated in message and/or media strategies and/or executions.

Step 19.1: Design research plan and develop research instruments.

Step 19.2: Conduct continuing research in 6 months periods as mass media program continues.

Step 19.3: Analyze results and prepare report each time with recommendations for program changes.

TIME TABLE

Activity		Month																								
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
	PC I																									
1.	Outline communication plan	—																								
2.	Design Expanded Service Delivery	—																								
3.	Appoint Consumer Research Org.		—																							
4.	Conduct Focus Groups			—	—																					
5.	Analyze Focus Group and Report					—																				
6.	Appoint Ad. Agency						—																			
7.	Design Message and Media Strat								—																	
8.	Develop Prototype Messages									—																
9.	Develop Media Plan										—															
10.	Pretest Messages											—														
11.	Revise Messages												—													
12.	Produce Final Messages													—												

MEDIA DATA SUMMARYMedia Profile and Reach Analysis

Note: "Overall": means listened to/watched at least one program per week.

"Regular": means listened to/watched more than one program per week.

Source: (I) Audience Research Cell, Pakistan Broadcasting Corporation
(II) Pakistan Radio, Pakistan T.V.

	<u>Radio</u>		<u>T. V.</u>	
	<u>Overall</u>	<u>Regular</u>	<u>Overall</u>	<u>Regular</u>
(a) <u>Total Pakistan</u>	75%	32%	9%	Not available
Province of Punjab	73%	31%		
Province of Sind	78%	42%		
Province of NWFP	76%	38%		
Province of Baluchistan	87%	38%		
(b) <u>Urban/Rural Research Split</u>				
(1) Tot urban pop reach	81%	41%		Not available
Tot rural pop reach	72%	26%		
(2) Urban males reached	83%	41%		
Urban females reached	80%	40%		
(3) Rural males reached	78%	28%		
Rural females reached	65%	22%		
(c) <u>In Home Incidence of Receivers</u>		<u>Urban</u>	<u>Rural</u>	
Radio		33%	65%	
T.V.		5%	3%	
(d) <u>Transmission Facilities</u>				

Both media are government controlled and operated with the central transmitters being located in Islamabad. Regional transmitters either retransmit national transmissions, or their own regional programming.

Regional Radio Stations

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Regional T.V. Stations

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Regional buys are available on both T.V. and radio, and in fact the national rate is the addition of all regional buys. The media cost spread is as follows for a typical: 30; (Rate cards attached).

		<u>Radio</u>	<u>T.V.</u>
<u>National</u>	Rupees	5030	11,580
<u>Regional</u>	Rupees	170 to 1750	475 to 5,400

Media costs on both Radio and TV have historically increased by 10 to 15% per annum and are expected to continue at the same rate in the future.

(e) Estimated Age of Regular Viewers:

	<u>Radio</u>	<u>T.V.</u>
15 to 19 years	40%	Not available
20 to 29 years	78%	
30 to 39 years	77%	
40 to 49 years	73%	
50 + years	70%	

(f) Programming Profile

Transmission Time: Radio: 0545 hrs to 2300 hrs (17.5 hrs/day)
T.V: 1700 hrs to 2400 hrs (7 hrs/day)

Permitted commercial broadcasts/day: Radio: No limit
T.V: 10 minutes/hr

Programming contents outline (% of broadcast time)

	<u>Radio</u>	<u>T.V</u>
Music, drama, features	45%	35%
News and current affairs	11%	28%
Religious broadcasts	16%	16%
Talks, symposia, general info	10%	10%
Rural broadcasts	7%	-
Science & technology	2%	-
Women's programs	1%	-
Youth forum	1%	-
Student's programs	1%	-
Sports	3%	-
Armed forces programs	2%	-
Children's programs	1%	5%
Educational programs	-0-	6%

(g) Limitations on commercial length

- Radio: The basic spots are 7,15,30,45 and 60 seconds. Any length variations in between are proportionally "grossed up" to the nearest spot length.
- T.V: Same as radio.

(h) Exclusive Program Sponsorships

Exclusive program sponsorships can be bought on both a national and regional basis on both broadcast media. Unless the program is a preplanned, "stock" program, the sponsor must pay total production costs as well as the time. The exclusive buy includes advertising time, normally in proportion to the length/program, and, as in the case of spot buys, regional exclusive sponsorships can be bought.

The exclusive sponsorship cost spread for a typical 15 minute program is as follows:

<u>Length included commercial time</u>		<u>Radio</u>	<u>T.V.</u>
<u>National</u>	Rupees	75 seconds 21,200	45 seconds 57,500
<u>Regional</u>	Rupees	1,100 to 6,600	1,925 to 27,340

Due to the relatively high costs of exclusive sponsorship, it can only be suggested here that great caution must be used with these in the communications program.

(i) Production Facilities

All regional radio, and T.V. stations and most have production facilities.

(j) Production Costs

Production costs, whether by broadcasters or agencies, are charged at a "out of pocket + 20%" basis.

(k) Newspapers

There are 12 national, Urdu language dailies, and 46 Urdu language regional dailies. In addition, there are 3 regional Gujrati dailies, and 6 regional Sindi dailies.

No space cost data are available at time of writing.

(l) Magazines

There are a number of national magazines available for commercial space buys. No detailed information was available at time of writing.

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RADIO
Spot Advertisement

Station Wise : Medium Wave : Air time rates, per spot/jingle in Pak. Rupees.

STATION	<u>min</u>				
	Seconds	15 Seconds	30 Seconds	45 Seconds	60 Seconds
ISLAMABAD	630	1070	1750	2220	2670
KARACHI]	430	710	1160	1480	1780
LAHORE]					
RAWALPINDI	260	470	760	1000	1250
MULTAN]	210	320	530	680	820
HYDERABAD]					
PESHAWAR	130	230	380	500	620
BAHAWALPUR]	100	170	280	360	440
D.I. KHAN]					
QUETTA]					
FAISALABAD]					
KHAIRPUR]	60	100	170	220	280
GILGIT]					
SKARDU]					
KHUZDAR]					
TURBAT]					

* For spots other than above duration

8 to 10 Seconds pro rata 7 Seconds: 11 to 14 Seconds Existing 15 Seconds Rates.
 16 to 24 Seconds pro rata 15 Seconds: 25 to 29 Seconds Existing 30 Seconds Rates.
 31 to 38 Seconds pro rata 30 Seconds: 39 to 44 Seconds Existing 45 Seconds Rates.
 46 to 54 Seconds pro rata 45 Seconds: 55 to 59 Seconds Existing 60 Seconds Rates.

Programme Sponsorships

Station Wise : Medium Wave : Air time rates, per programme, in Pakistan Rupees.

STATION	7	10	15	20	30
	Minutes including 30-seconds commercial	Minutes including 45-seconds commercial	Minutes including 75-seconds commercial	Minutes including 90-seconds commercial	Minutes including 150-seconds commercial
ISLAMABAD	3500	4400	6600	8400	12500
KARACHI]	2400	2900	4400	5600	8400
LAHORE]					
RAWALPINDI	1600	2200	3100	3900	5800
MULTAN]	1400	1600	2500	3200	4700
HYDERABAD]					
PESHAWAR	1000	1200	2000	2400	3600
BAHAWALPUR]	800	1000	1500	2000	2800
D.I. KHAN]					
QUETTA]					
FAISALABAD]					
KHAIRPUR]	600	700	1100	1400	2000
GILGIT]					
SKARDU]					
KHUZDAR]					
TURBAT]					

2 = Not?

RADIO

- Film Programmes of longer duration pro-rata to 10 Minutes
- Film Programmes are to be supplied by Client/Advertising Agencies at their own cost/risk.
- Shorter Sponsor Programme : Pro-rata to 7 Minutes rates.
- 25 Minutes Programme : Pro-rata to 30 Minutes rates.
- Longer Sponsor Programme : Pro-rata to 20 Minutes rates.

Surcharges

- 1- Special negotiated rates would apply to commentaries of sports events and other special programmes specially on National Hook-up.
- 2- For special programmes to be produced by the Corporation on Clients' request, a surcharge of 25% shall be levied.
- 3- Weekly Holiday and Closed Holidays surcharge of 50% (applicable to sponsored programmes only).
- 4- A 15% surcharge shall be levied on the rates of the sponsored programmes which carry the name of the product as title as part thereof, provided the title is not used more than three/six times in the body of the programme of 15/30 Minutes duration.
- 5- Special position before and after: Special Prog: 25% : Rural/Agricultural/News: 50%
- 6- Islamabad rates shall be applicable for World Services/External Services.
- 7- Rawalpindi rates shall be applicable for Muzaffarabad.

Discounts

- 1- Rates of sponsored programmes produced by the Agency/Client will be 15% less than the standard rates.
- 2- 15% discount will be allowed on 1st 90 days basis on spots/programmes to absolutely new product which has never been advertised from any station. (Not admissible to brands of product, services and film spots/programmes).
- 3- 25% special discount admissible to film programmes.
- 4- 10% discount admissible to Restaurants & Hotels.
- 5- 20% discount admissible to cinema spots, stage-show and sponsor of literary and religious programmes, books, magazines, news papers and charity organisations.
- 6- A cash discount of 5% will be admissible on a contract in respect of which full payment is made within 15 days of the 1st Transmission date provided there are no outstanding against the agency. In case of less than 15 days booking, full payment must be made before the expiry of contract.
- 7- The discount to Bulk Booking will be as under :

NET VALUE OF THE TIME CONSUMED		RATE OF BULK DISCOUNT
Rs. 1,50,000.00 to	2,50,000.00	1½%
2,50,001.00 to	4,00,000.00	2%
4,00,001.00 to	6,00,000.00	2½%
6,00,001.00 to	10,00,000.00	3%
10,00,001.00 and above.		3½%

Bulk discount is admissible to Advertising Agencies recognised by the Corporation on net business consumed during a financial year at various stations.

All surcharges/discounts will be worked out separately on slab rates

T.V.

SPOT RATES FOR SINGLE TRANSMISSION

Duration of Spot	KARACHI CENTRE	LAHORE CENTRE	RAWALPINDI-ISLAMABAD CENTRE	PESHAWAR CENTRE	QUETTA CENTRE	NATIONAL NETWORK*
7 Seconds	Rs. 1,575.00	Rs. 1,050.00	Rs. 700.00	Rs. 250.00	Rs. 150.00	Rs. 3,390.00
15 Seconds	Rs. 3,040.00	Rs. 2,025.00	Rs. 1,350.00	Rs. 475.00	Rs. 275.00	Rs. 6,520.00
30 Seconds	Rs. 5,400.00	Rs. 3,600.00	Rs. 2,400.00	Rs. 850.00	Rs. 475.00	Rs. 11,580.00
60 Seconds	Rs. 8,100.00	Rs. 5,400.00	Rs. 3,600.00	Rs. 1,275.00	Rs. 700.00	Rs. 17,360.00

* inclusive of station discount

SPONSORSHIP CHARGES FOR LIVE FILM OR VTR PROGRAMMES*

Duration of Programme	Commercial time allowed **	KARACHI CENTRE	LAHORE CENTRE	RAWALPINDI-ISLAMABAD CENTRE	PESHAWAR CENTRE	QUETTA CENTRE	NATIONAL NETWORK†
5 Minutes	15 Seconds	Rs. 10,125.00	Rs. 6,750.00	Rs. 4,500.00	Rs. 1,325.00	Rs. 725.00	Rs. 21,315.00
15 Minutes	45 Seconds	Rs. 27,340.00	Rs. 18,225.00	Rs. 12,150.00	Rs. 3,550.00	Rs. 1,925.00	Rs. 57,500.00
25 - 30 Minutes	90 Seconds	Rs. 48,600.00	Rs. 32,400.00	Rs. 21,600.00	Rs. 6,300.00	Rs. 3,425.00	Rs. 1,02,215.00
50 - 60 Minutes	165 Seconds	Rs. 66,825.00	Rs. 44,550.00	Rs. 29,700.00	Rs. 8,675.00	Rs. 4,700.00	Rs. 1,40,550.00

* for single transmission

** in addition to free station announcement

† inclusive of station discount

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