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A REPORT ON THE PROJECT PLANNING MISSION
FOR THE USE OF RADIO FOR RURAL DEVELOPMENT IN PANAMA

Conducted By the
Academy For Educational Development, Inc.

By

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Under contract No. BOA/ta-1060, Task Order No. 2, with the Office of Education and Human Resources, Technical Assistance Bureau of the Agency for International Development.

March 1, 1975

Washington, D.C.

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A Report on The Project Planning Mission
For The Use of Radio For Rural Development in Panama

Section I - Overview of Proposed Study

A. Purpose and Background of the Study

This report describes the education project planning activities in Panama undertaken by the Academy for Educational Development under its contract BOA/ta-1060, Task Order No. 2, with the Technical Assistance Bureau of the United States Agency for International Development. Under this contract the Academy is required to "provide expertise to the LDC's and AID Missions in designing major programs using educational and communication technologies for development purposes." As later described in this report, political events interrupted the study in Panama. Hence, the study was not completed, and this document represents a report on the activities to date.

Panama, one of six Latin American countries requesting project planning assistance under this Academy-TAB/AID contract, was visited in August 1974 by TAB/AID and Academy representatives during the preliminary site selection visits outlined in the contract.* In October, the Academy received a formal request from the U.S.AID Education Mission to Panama, the Ministry of Education (MOE) of the Government of Panama, and AID/Washington to provide up to six technical advisors to work as a team for up to two months with a group of Panamanians to be named by the MOE to help plan the first stage of an integrated rural development program utilizing radio.

* For more details see the report from the Academy for Educational Development summarizing the August 1974 visits, which was submitted to TAB/AID in September, 1974, and is entitled, Report on Preliminary Visits In Latin America to Identify Possible Major Planning Studies.

The radio system, as envisioned by U.S.AID Panama, would be used by various development agencies of the Government of Panama (GOP) to provide nonformal educational programs and information to Panamanian rural inhabitants. Radio was seen by the GOP and the U.S.AID Panama Mission as a cost-effective way of reaching the country's rural population with information on health, agriculture, nutrition and education. The Academy was being asked to study the feasibility of such a proposal and make appropriate recommendations.

The team assigned to Panama by the Academy was in residence from November 2 - December 20, 1974; it included the following individuals representing the various areas of expertise requested:

<u>Position</u>		
Educational Technology Specialist and Academy Representative	Dr. Henry Ingle*	Nov. 2 to 15
International/Comparative Education Specialist	Dr. Michael Chiappetta*	Nov. 20 to Dec. 20
Radio Planning and Software Consultant	Mr. Jose Manduley	Nov. 2 to Dec. 15
Research and Evaluation Specialist	Dr. Thereza Penna-Firme	Nov. 2 to Dec. 15
Radio Hardware Engineer	Mr. Juan Arnaud	Nov. 4 to 15
Multi-media and Rural Development Consultant	Mr. James Hoxeng	Nov. 13 to Dec. 15

*Team Leaders

B. Outcomes Expected From the Study

Under the contractual agreement, a joint Academy-Panamanian report out-

lining the findings of the study, with specific program recommendations, would be submitted before December 31, 1974 to the U.S.AID Mission in Panama, the Government of Panama, and AID/Washington. Specifically, the report would describe existing Panamanian rural conditions, development goals for rural areas, and ways in which efforts to reach these goals could or could not be promoted through the use of radio and/or other communication media.

If the use of communication media were deemed feasible, a tentative design for an integrated rural development program using the prescribed communication media would be presented. Particular objectives of the program also would be defined, along with needed resources, specific rural audience to be served, and media to be used. A specific region of the country would be identified for the first stage of the project, and the feasibility of various models for an eventual national system would be examined.

The U.S.AID Mission in Panama expected the study to provide them with the necessary background information to develop a PROP for the first stage of AID grant-funded technical assistance not to exceed one million US dollars.

Terms of Reference For The Study

The final report of the Academy would be based on a joint effort between the Panamanian team and the group of technical advisors recruited by the Academy to help undertake the study. The joint team would determine whether a program utilizing radio for rural development was feasible by conducting the following activities:

- Analyze available data on previous and current studies on national and more specifically rural development in the country.

- Identify the national objectives for development which relate to the improvement of rural areas - redefine such objectives in terms of specific desired behavioral changes.
- Diagnose the characteristics and needs of the rural population.
- Analyze existing development activities in the rural areas, (especially in the areas of education, agriculture, health and nutrition) paying particular attention to those activities which have had some degree of success in meeting the needs of the rural population.
- Analyze more specifically the possibility of using a radio network or other low-cost information delivery systems for the rural areas and indicate complementary means to accomplish effective communication.
- Identify existing talents (individuals, agencies, organizations, ministries), and other resources to undertake an integrated program for rural development.
- Outline the main phases and steps to be undertaken in a proposed program for integrated rural development in line with previously defined objectives and resources.
- Develop a design for a small-scale application of the proposed program including careful monitoring and study as a basis for a large-scale expansion.
- Define criteria, methods and types of evidence to assess the efficiency, effectiveness, relevance of the proposed program in light of the specified objectives, content, methods and media recommended, and the audience to be served.

The Planning Team envisaged that the following procedures would be used in order to accomplish the above tasks:

- (1) The team would develop a close working relationship with Panamanian counterparts, and with U.S.AID/Panama, to focus on:
 - (a) Panamanian goal and objectives for rural development.
 - (b) Existing information concerning the rural sector which characterize the population and their needs.

- (c) Communication media currently in use in the rural sector and new media that might effectively complement those in existence.
 - (d) Extent of electrification in the country, telecommunication facilities, and broadcast engineering considerations.
 - (e) Priority program-content or subject-matter areas.
- (2) After a careful analysis of the information collected, interviews effected, and visits undertaken, the joint team would arrive at some decision regarding the feasibility of a program in the rural areas in which radio and complementary communication media might play a role.
- (3) If the above decision were favorable to such a program, the report would recommend its implementation and would outline basic recommendations for action with respect to:
- (a) Design of the program, including:
 - Program goals, objectives, and expected outcomes
 - Rural audience to be served
 - Location of the program
 - Relevant information to be provided
 - Media for information delivery
 - Strategies conducive to a more successful program
 - Ways to make the program relevant to rural community needs and beliefs
 - Implementation stages with a breakdown of tasks over time
 - Possible evaluation approaches to monitor and assess the program's effectiveness from the start

- Suggestions for expansion from a small-scale to a full-scale program

- (b) Technical assistance requirements in:
 - communications systems (both hardware and software)
 - graphics design
 - subject-matter areas (E.G., nutrition, agriculture, health, education, cooperatives, etc.)
 - evaluation - research

- (c) Administrative organization and staffing

- (d) Training of Panamanians required at both the national and local levels, in Panama and abroad, in:
 - administration
 - communication (hardware and software)
 - graphics and publication design
 - subject matter areas
 - social sciences and community development
 - research and evaluation

- (e) Multi-year budget required for Panamanian Government and external lending agencies.

Conditions Favorable to the Panamanian Technical Assistance Request

Panama's request for assistance fulfilled the following criteria for inclusion as a major planning study, as described in the statement of work of the Academy's contract with TAB/AID Washington:

1. Relevance to major development problems. Panama's development concerns included: a relatively low rate of growth of agricul-

tural output; a per capita income of \$319 in the rural areas compared to \$874 in the urban areas; 7.2 doctors per 10,000 persons in the country as a whole compared to 17.8 doctors per 10,000 in Panama City; a high rate of migration to Panama City from rural areas.

A radio network was seen as a potential way of effectively providing information and education relevant to improving life in the rural areas. . The planning study would define the content of the programs and a first stage for the focus of the project. It was expected that the project would emphasize agricultural, health, and community development information vital to improving rural conditions.

2. AID and host country priorities. Both the AID Mission Director and the AID Education Officer emphasized their support for this Program and requested assistance from the Academy. The Minister of Education and representatives of the Ministry of Planning expressed their strong support of the program and were anxious to begin planning for a national radio network system. They too conceived of the project as a means to improve life in the rural areas and as a way of promoting communication links with the various regions of the country.
3. Local country commitment. The Minister of Education agreed to set up an inter-ministerial commission to work on the design of the project and committed his Ministry to the provision of counterpart and logistical support for the planning study and for a full-scale

first stage project.

4. Innovation. The project would provide for multiple use of radio by numerous development organizations; it would provide a significant amount of time for community oriented and locally produced programs (as well as for national programs); and it could rapidly expand to a national system rather than remain as an experiment. In addition, the Panamanians envisioned the use of a two-way radio
5. Typicalness of the area. While Panama's per capita income of \$802 in 1972 is high for Latin America and the Caribbean, its rural per capita income of \$319 is more typical of the area. The project, therefore, would concentrate on the rural interior parts of the country.

It was further stipulated that the work of the communication feasibility study team should be coordinated with AID activities in Panama to update the education sector analysis and to develop baseline data for an innovative solution to rural education problems.

It should be underscored that the proposed Panama project was not seen as necessarily being tied to the use of one particular medium, but rather, radio was suggested as a possible starting point to help orient a careful study of the lifestyle of rural people, the identification of an initial target audience and the identification of ways for reaching and relating to such an audience. Radio also was seen as the medium that is most accessible to the rural populations of Panama, and for this reason, it made sense to begin looking at the possibility for using radio.

Since so little is known about non-formal methodology in a rural setting and the assessment of the real needs in rural areas, it also was logical to expect that the more in-depth project planning study being proposed could take the lead in helping to more concretely specify the many unknowns about the milieu, the audience, and the media most appropriate for the proposed Panamanian setting.

Approach Followed

With the foregoing perspectives in mind, during the latter part of October, 1974, the Academy, in coordination with U.S.AID Panama and TAB/AID Washington, staffed and briefed the team of technical advisors for the Panama assignment. The team members met in Washington for about one week prior to their departure for Panama to discuss the study with TAB/AID and Academy representatives, develop tentative terms of reference and a more precise scope of work for the study, and acquaint each other with their own particular kinds of expertise and expected contributions to the proposed effort.

The possibility was left open for revision of the terms of reference and scope of work once the Academy team met with U.S.AID mission representatives in Panama and their Panamanian counterparts to gain their particular insights into what the study was expected to accomplish.

Prior to the mission to Panama the individual team members - each of whom previously has worked in Latin America and has language, educational and cultural understanding of the region - also familiarized themselves with the most recent background information on the country's educational development activities. Documents, including loan papers, project reports, evaluation reports,

proposals, five-year plans and research memoranda were obtained from the various international agencies based in Washington who were working with Panama. These agencies included the OAS, the World Bank, the Inter-American Development Bank, and the Latin American Bureau of AID. The respective program and desk officers at each of these international agencies were contacted, particularly those having responsibility for working in the educational and rural sectors of Panama.

With this preliminary background information, plus the respective individual and collective experiences of the team members concerning educational development in Latin America, AID's interest in this project, and the Agency's emphasis on role of rural development and the use of educational technology, the team members arrived in the Republic of Panama on November 3, 1974.

Section II

Chronology of Activities

In Panama, initial contact was made with the U.S.AID Education Officer and his staff who briefed the Academy Team on educational conditions within the country, future directions, people and places to visit, etc. During this initial contact the Mission gave the team members further understanding of the purpose and aim of the project planning study as they understood it and answered questions relating to the areas of non-formal education and the utilization of educational technology in Panama. Although it was understood before the Academy Team arrived that a counterpart Panamanian team had already been designated, arrangements had to be made by the U.S.AID Mission in Panama for the Academy team to meet with MOE officials to discuss the naming of such Panamanian counterparts.

This section of the report presents the chronology of activities followed by the Academy Team throughout its stay in Panama and then sets forth reasons why the study could not be completed according to the terms outlined in the previous section of this report.

A. Methodology

The Team defined its work in Panama along traditional feasibility study lines.

First, it delimited its inquiry to a study of conditions in rural Panama to ascertain whether the characteristics presented any new and strange challenges not to be found in other developing countries to provide the base from which to hypothesize various forms of radio use appropriate to those conditions. The Team was most fortunate in having all the data of the Education Sector Assessment made available to it; in addition the Team found nothing but warm

acceptance and cooperation in the education, health and agriculture sections of the Mission.

The Team set out to systematically explore rural Panama through existing documents, interviews, and visits to various agencies within Panama City as a first step in the selection of a specific geographic region whose characteristics were uniquely apt for the introduction of radio as a complementary development instrument. Preliminary inquiries into two rural zones were made by the Team; a general understanding was reached that one zone would be selected later by mutual agreement of the Team and the Panamanians after the first level of inquiry was completed. Section IV describes the conditions encountered in the rural areas of Veraguas, where the Team visited.

Second, the Team set out to develop a picture of Panama's existing radio communication capacity. In the early stages of the inquiry information concerning the technical aspects of radio in the country was collected. This information, which is reported in detail in Section III of this report reveals more than adequate information on which to build hypotheses for future educational use of radio.

Third, the Team set out to describe the current development efforts of the Panamanian government and of cooperating foreign countries and international agencies, specifically focusing on the rural area and those rural sectors in which there seemed to be interministerial and integrated development efforts.

Fourth, the Team decided to ascertain rural Panamanians' own feelings about their problems and about their perceptions and expectations regarding the use of radio. Suggestions from rural dwellers and development agents in the two

regions visited are presented in Sections III and IV of this report.

Fifth, the Team was requested by MOE to present an array of possibilities for further study as a means of narrowing the inquiry and focusing the feasibility questions. The array ultimately came to have four elements which reflected the thinking not only of the Team, but of officers of the U.S.AID Panama. The four options were presented at the MOE and to the U.S.AID Mission in Panama and are described in Section V of this report. The reader should note that the options presented to the Ministry were couched in terms of avenues of exploration whose feasibility was to be studied by the Team in some form of collaboration and with some level of commitment by the Ministry. These options are expressed as highly tentative suggestions which arose from the unilateral explorations which the Team had made in the first three weeks of their stay in Panama. They also represent an order of ascending complexity and increasing cost. It would be fair to say that the Team agreed that the most expensive and complex alternative favoring a centralized broadcast facility in Panama City was implausible. However, the option was included so that the various technical and financial implications concerning its feasibility could be openly discussed with the MOE. The Team, therefore, presented to the Panamanians all four options as entertainable approaches to the use of radio and other communication media as a complementary development strategy. The Team's intention was that all options be discussed in as objective a manner as possible.

Sixth, the Team awaited the response of the Ministry of Education to the proposed four options. Subsequently, it became apparent that the Ministry was not going to proceed with the study, and the Team was faced with a choice: 1) Wait and see, meanwhile assembling whatever data was available from secondary sources regarding the rural area and development programs in Veraguas, 2) Re-

turn to the U.S. The Team was advised by the Director of the U.S.AID Mission to await Panamanian initiative, an initiative which never occurred. While waiting, the Team completed its tasks of gathering reported data on the rural areas of Panama in general and the rural areas of the Province of Veraguas in particular. The Province of Veraguas remained the choice of the AID Mission because that Province had the most varied and widest development effort and because there were earlier indications from the government of Panama that Veraguas, home Province of the General-President, was a favorite development target. The Team also spent time and energy in the development of alternative hypotheses for a tentative program in low-cost use of radio in one rural area. The arguments had to remain highly speculative because no further field work was possible. The tentative program is presented in Section V of this report.

Individual team members left Panama as per their previously arranged schedule on December 16, 1974. The Team Leader remained behind for one extra week to compile a report to the AID Mission. That report indicated, in effect, that the feasibility study was not completed, and that if it were to be completed, it should await the commitment of the Government of Panama. It also points out the types of questions which need to be answered. The Team believes that these questions can be answered in a straight-forward manner in a very short time. These questions are reviewed in Section V of the report.

During the Team Leader's final week in Panama, he discussed with the Director of Mission and the Education Program Officer the events which surrounded this Study. The Team Leader attempted to make it clear that the Team was not committed to a project as a guaranteed product of the Study, and that it was legitimate, in fact, to conclude that there be no project.

B. Calendar of Events

November 5 - December 20, 1974

1. Tuesday, November 5th. U.S.AID Education Sector Assessment Team headed by Dr. Clayton Seeley meets with Academy Team to develop a better understanding of each other's efforts and propose a basis for exchange and sharing of ideas and relevant information (see Memorandum of November 5, 1974).*
2. Tuesday, November 5th, U.S.AID Education officer Henry Bassford and Dr. Claude Boyd, U.S.AID Technical Adviser to the MOE, briefed Feasibility Study Team (Ingle, Penna Firme, Arnaud and Manduley) on current educational programs in Panama and set a tentative date to meet with MOE officials to discuss the radio project. No counterpart Panamanian Team had yet been named. A non-formal education PROP for the Guaymi Indian Population in the Tolé area of Panama is discussed and the team is asked to consider during the course of its investigations the relationship of the Guaymi Project to the radio feasibility study (see memorandum of November 6, 1974).
3. Thursday, November 7th. The first meeting of the Academy Team is held with MOE officials, which included the Vice-Minister of Education (Hugo Giraud), the Director of Administration at the MOE (Juanita Abood), the

* See appendix I for the various Memorandum to which this calendar of activities makes reference.

Special Assistant to the Minister (Prof. Pablo Durán), a representative from Radio Libertad (the national government radio station in Panama) and U.S.AID Education Officers (Henry Bassford, Adrian Cruz Gonzalez and Claude Boyd). The Vice-Minister voices his interest to the Team of setting up one high-powered radio station in Panama City to cover the greatest portion of the Country. He instructs the Team to explore this possibility and names an Advisory MOE Committee (Comisión Asesora) with the promise to recruit a group of Panamanians to work jointly with the Academy Team for the duration of the study. The names of a few individuals are suggested in an impromptu manner (Memorandum of November 8th). A Tuesday, November 12th date is proposed by the Vice-Minister as a first orientation meeting for the Panamanian and Academy Teams to jointly begin work. By this time the Academy already had been in Panama for a full week.

4. In a subsequent November 11th meeting, Henry Ingle (Academy Team leader) and Pablo Durán of the MOE (accompanied by Arnaud and Penna-Firme) discussed the agenda for the full meeting scheduled for the next day. The Province of Veraguas is suggested by Durán as a good site for a field visit and possible experimentation with radio because it has had previous experience in the use of radio and there is a good infrastructure of integrated rural services in this area. Durán also discusses the reasoning behind the Vice-Minister's suggestion of one central powerful radio station operating in Panama (see memorandum of November 12th).
5. Tuesday, November 12th (AM). The first scheduled meeting with the Comisión Asesora is cancelled with no further notice of another meeting. Giraud is

out of the country (El Salvador) and tells his secretary and Pablo Durán to cancel the meeting. During a telephone conversation between Durán and Penna Firme and Ingle (Nov. 14 memorandum), it is agreed that a field trip should not be undertaken until after the Comisión Asesora has met with the Academy Team. Meanwhile, Academy Team members visit various communication media and rural development entities in Panama City accompanied by U.S.AID Education representatives.

6. Friday, November 15. A first plenary meeting of the Comisión Asesora and the Field Team is held (see Memorandum of November 18th). Mr. Arnaud reports his findings regarding the technical aspects of establishing a powerful national station in or near Panama City. Upon receipt of the report (which indicates tremendous costs and no full guarantee that Panama's odd land curvature can be covered), the Vice-Minister then withdraws his suggested plan for a central radio station in Panama and instead proposes the use of Radio Libertad repeater stations in five different areas of the country, and then moves to consider two visits for the Academy Team to possible sites for these radio activities--Colón and Veraguas. It is agreed during the meeting that the team would go to those sites and explore the existing facilities and future potentials for conducting a radio program connected with rural development. Ingle is asked to develop for MOE an outline of questions and issues for discussion concerning the use of radio. A 2:00PM meeting for this purpose is scheduled for Monday, November 18th (see November 15th Memorandum). No permanent Panamanian work team had yet been identified.

7. Monday, November 18th. The meeting involves members of the Comisión Asesora and the Academy Team and it is agreed to limit the Team's visit to the rural areas of Colón and Veraguas as exploratory sites. The Ministry agrees to put the Team in touch with the provincial educational authorities to make arrangements for travel and the visit. Durán obtains further approval for the trip from the Vice-Minister. Still, no Panamanian counterpart team materializes. (see November 18th Memorandum).
8. Tuesday, November 19th. In the Vice-Minister's office, the Team meets with the provincial officers and plans the trips to Colón (November 21) and Veraguas (November 24-26). (see November 19th Memorandum).
9. Wednesday, November 20th. Visit by Dr. David Sprague of TAB/AID Washington (see November 20th Memorandum) to note progress of Academy Team. Sprague suggests to the Team that MOE officials accompany Team to rural areas.
10. As originally scheduled, Team Leader Ingle departs for an assignment in Indonesia for UNESCO and Co-Team Leader Chiappetta assumes overall responsibility for the remaining four weeks designated for the study. Chiappetta meets with U.S.AID/Panama Education Officers on November 27th. It becomes clear that the AID Mission does not want the study to cover a national radio network and that this hardware consideration should be down-played in favor of a low-key, low-cost option in one rural area. Chiappetta is informed that the Ministry wants to see what it would cost to build and operate a national system, and what the personnel and operational implications might be.
11. The Team goes to Veraguas as scheduled and follows a program planned with

Diomedes Concepción, the co-ordinator for MOE activities in Veraguas. The Team is accompanied at all times by Panamanian officials of Provincia de Veraguas. (See December 6th Memorandum for full detail of the visit.)

12. Thursday, November 28th. A discussion with Nelis Borrero of the MOE and Cruz of U.S.AID/Panama is held in Ministry Education Offices. Borrero makes it clear that a small-scale feasibility study would be "very limited" in its acceptance and utility to the MOE. He wants a study of a national system with transmission facilities in Panama City. The audience is described as including the rural areas but certainly not limited to them. He also speaks of television for reaching urban marginal populations. It is agreed that on Tuesday, December 3rd, the Team will provide the Comisión Asesora an outline of options from which the Comisión can choose the one or two media possibilities they would prefer the Team to study in depth.
13. November 28, The Academy Team and U.S.AID/Panama Education Officers, Bassford and Cruz, meet to discuss Borrero's suggestions, and it is apparent that U.S.AID/Panama would like to see several options presented to the Ministry, one of which would be the Panama City based national system, one a rural system based in Veraguas, and a first-phase generator type program in one rural area, e.g., Veraguas.
14. December 3. The Academy Team, U.S.AID/Panama Education Officers and representatives from the Comisión Asesora of the Ministry of Education meet to

discuss the four radio proposals. MOE promises to study proposals and call a meeting in a day or two. No further word was ever heard from any Ministry of Education officials. (see Memorandum of December 3rd for details and specifics on four radio proposals).

15. December 4 - 6. Chiappetta initiates phone calls to Ministry of Education to find out when the Comisión would be reconvened. MOE official Nelis Borrero tells Chiappetta that the matter is out of his hands and he has nothing further to report.
16. Friday and Saturday, December 6 - 7. Radio Libertad broadcasts unfavorable commentary on AID in general and the Feasibility Team in particular. The "jingle" "Gavilán de la AID," is later aired on December 10.
17. Monday, December 9. Academy Team meets in U.S.AID Mission Director's office to discuss commentary and "jingle" and decide on steps to be taken. Matter is put into the hands of the Ambassador.
18. Friday, December 13. Meeting among Bassford, Boyd and Chiappetta in Study Team's office in Panama. Bassford reports on a conversation with the Minister and Vice-Minister of Education. It appears that the Minister believed that the Team had gone to Veraguas without authorization and he wonders what we were doing asking questions about health and agriculture when the Ministry simply wanted a radio station. Bassford reports that he informed the Minister about the careful planning that went into the Veraguas visit and the fact that the feasibility study included concern for program as well as for transmitters and towers. The matter seems to be left either as

dead or as our initiative to be carried forward by the Ambassador. Bassford reports that he can not act independently since the events involve political matters.

19. Chiappetta tells Bassford that these events are likely to preclude the completion of the study and that for this reason the Team is unable to comply with the original approach to the study which called for a joint report. Chiappetta agrees, therefore, to draft a report for AID/Panama and submit it before his departure. The report is to outline whatever project information the Team was able to collect. Chiappetta also informs U.S.AID/Panama that he will submit a Final Report to AID/TAB and the Academy.
20. Bassford later reports to Chiappetta that he is making indirect contact with the Ministry of Education in order to see whether the Ministry of Education truly is willing to see the Study stop without any effort to save it, or whether there still is some chance that the Ministry of Education wants some form of radio activity related to rural development.
21. Tuesday, December 17. Not a word is heard on the matter. Chiappetta finishes the draft of a Report to AID/Panama, presents it, and sends a full copy with all supporting documents to the Academy in Washington. Another report outlining the turn of events is promised which is to be conveyed to AID/TAB. Chiappetta departs Panama on December 20, 1974.

Reasons Why the Study Was Not Completed.

As the preceding calander of events has outlined, for reasons which are perhaps related to the prevailing internal political climate in Panama and the ongoing negotiations between the GOP and the United States Government concerning the Panama Canal, the Project Planning Team, midway through the study mission in Panama, became the target of unfavorable broadcast commentary levied by Radio Libertad, the official Government Station in Panama. In the commentary, AID's involvement in considering the use of radio in the rural areas was questioned and the Team's activities were said to be linked with the CIA. The broadcast commentary was aired daily for a period of about three days accompanied by a "jingle" entitled "El Gavilán de la AID" (AID's Chicken Hawk)". Transcripts of the jingle and the broadcast commentary follow.

EL GAVILÁN DE LA AID

El gavián de la AID
lo pescaron en Veraguas
donde había ensuciado el agua
de Soná hasta Santa Fe

Entraban de mala fé
meterle de buenas ganas
borrigueros por iguanas
mas quedaron sorprendidos
como quedan los bandidos
sin cutarras y sin ruanas.

Trataba de averiguar
el gavián de la AID
la gestión y el porqué
de la lucha popular.

Y querían administrar
con el cuento una emisora
para meter por ahora
sus pensamientos malvados
pero el pueblo preparado
cortó la garra traidora

Encubriendo a la verdad
estos gringos gavilanes
estaban tejiendo planes
contra Radio Libertad,
esa es toda la realidad
el Gavilán ocultaba y en
la encuesta preparaba para
el pueblo sorprender
nadie se dejó comer
en esta cochina celada.

Al ministro de gobierno de
Veraguas le han pedido que
vigile mas tupido en las
salsas de verano

Metidas en el invierno
en toda las sauerias
con las aves de la CIA
que entre serpientes y
caimanes estos pardos
gavilanes que comen soberanía.

RULPASA/USASA DEPT SOCOM FT CLAYTON CZ
RULBSAA/COMUSAFSO

PT

UNCLAS WA BBC DW

TWO COPIES TO LIAISON

PANAMA STATION COMMENTATOR SCORES AID AS CIA TOOL

PANAMA CITY RADIO LIBERTAD IN SPANISH 1100 ONT 5 DEC 74 C

(STATION COMMENTARY BY OSVALDO GUDIÑO AGUILAR)

(TEXT) THERE ARE MEANS OF DECEIVING PEOPLE AS WELL AS NATIONS. ONCE, IN VIEW OF THE LATIN AMERICAN SOCIO-ECONOMIC PROBLEMS, THE UNITED STATES TRIED TO DISGUISE ALL U.S. AID UNDER THE NOBIL TAG ALLIANCE FOR PROGRESS. THIS NAME CREATED GREAT HOPES, BUT GRADUALLY THE TRUTH EMERGED. NOW, IN VIEW OF THE STEPS TAKEN BY OUR REVOLUTIONARY PROCESS, AN AGENCY WHICH DESCRIBES ITSELF AS CONCERNED WITH INTERNATIONAL DEVELOPMENT, THE AID, IS TRYING TO TURN OUR COUNTRY INTO A BEACHHEAD FOR AGGRESSION AGAINST OTHER COUNTRIES AND OUR AGAINST OUR OWN INTERESTS THROUGH FALSE REPORTS.

THE AID, WELL-KNOWN SUBVERSIVE ARM OF THE CIA, UNDER COVER OF ITS "BENEVOLENT" ACTIVITIES, HAS BEEN TRYING THROUGH DECEIT AND ECONOMIC PRESSURE TO CONCEAL THE TRUTH ABOUT PANAMA. THE PANAMA NATIONAL BROADCASTING BUREAU WANTS TO GIVE A FIRM REPLY: NEITHER DEVALUATED DOLLARS NOR ALIEN INTERESTS WILL EVER BE ABLE TO MAKE USE OF OUR RADIO WAVES.

THE TOP REVOLUTIONARY LEADERSHIP WILL GIVE A MORE DETAILED FOLLOW UP ON THIS COMMENTARY. 05/1100 MT HALPERN/CEB 05/165 42 DEC

(TEXT) THE PANAMA NATIONAL BROADCASTING SYSTEM DENOUNCES: THE STRATEGISTS WHO UNLEASH SUBVERSION AGAINST COUNTRIES SEEKING THEIR ECONOMIC AND POLITICAL INDEPENDENCE AND WHO USE VARIOUS SCHEMES. THESE RUN THE GAMUT FROM THE NEWEST SOPHISTICATED WARE DESTRUCTION WEAPONS TO THE MOST SUBTLE MEANS OF IDEOLOGICAL INFILTRATION. AMONG THESE ARE THE SO-CALLED AID COOPERATION PROGRAMS.

AID PROVIDES LOANS AND GRANTS THAT MIGHT BE DESCRIBED AS GENEROUS. IN THE BEGINNING THESE LOANS ARE LABELED AS ROUTINE INTERNATIONAL COOPERATION. LAST MONTH AN AID FEASIBILITY STUDY GROUP ARRIVED IN OUR COUNTRY. THIS GROUP WAS TO STUDY, OR SO THEY OFFERED, THE USE OF RADIO BROADCASTS -- OF INFORMAL EDUCATIONAL PROGRAMS -- AS A COMPLEMENT TO RURAL DEVELOPMENT. IT IS WELL-KNOWN THAT THE CIA USES AID AS A COVER FOR ITS ESPIONAGE AND SUBVERSIVE ACTIVITIES AGAINST PROGRESSIVE GOVERNMENTS. OUR GOVERNMENT, HOWEVER -- IN A GESTURE OF GOOD WILL, HOPING THAT THE NEW SIGNS OF WORLD DETENTE WOULD MAKE THE ERA OF NEW RELATIONS WITH WASHINGTON -- ALLOWED THE

GROUP TO VISIT PANAMA. WE ARE NOT WAIVE. WE HAVE FIRST HAND KNOWLEDGE OF THE NATURE OF LOAN AND GRANT PROGRAMS. THEY ARE MERELY SEEKING TO FORM BEACHHEADS FOR U.S. INVESTMENT. PUBLIC EDUCATION, URBAN PROJECTS, THE TRAINING OF SOME POLITICAL, GOVERNMENT, AND INDUSTRIAL GROUPS, AS WELL AS OTHER ASPECTS OF LATIN AMERICAN DEVELOPMENT POLICIES HAVE BEEN HOLDEN TO CONFORM TO U.S. INTERESTS. WE ARE ALSO AWARE THAT AID PROGRAMS TEND TO FAVOR U.S. BIG BUSINESS AND THAT THE DIRECT AND INDIRECT COSTS TO THESE CORPORATIONS ARE PASSED ON TO THE TAXPAYERS IN THE U.S. AND IN THE COUNTRIES WHERE THE AID IS GRANTED.

AID ORGANIZES PROGRAMS AND INSTITUTIONS WITHIN AND WITHOUT UNIVERSITIES TO TRAIN MANAGERIAL PERSONNEL, SKILLED LABOR, AND OTHER MANPOWER NEEDED BY LOCAL BRANCHES OF THE MULTINATIONAL COMPANIES. AID IN JOINT COOPERATION WITH HARVARD, STANFORD, AND OTHER UNIVERSITIES HAS, IN THE PAST, FINANCED SCHOOLS FUNDS MILITARY TRAINING IN PERU, CENTRAL AMERICA, AND OTHER COUNTRIES THE TRAINING IS SO SPECIALIZED, HOWEVER, THAT THOSE COMPLETING THE COURSE ARE NOT TAUGHT HOW TO DEAL WITH PETTY PROBLEMS OR TO RUN LOCAL ENTERPRISES AND AUTOMATICALLY HAVE TO SEEK HIGHER-PAYING JOBS IN LOCAL BRANCHES OF THE MULTINATIONAL CORPORATIONS. THIS MEANS THAT AID SUBSIDIZES PROJECTS AIMED AT SOLVING THESE CORPORATIONS' PROBLEMS AND USING SPECIALIZED TECHNOLOGY.

AID GRANTS LOANS FOR HIGHWAYS, PORTS, AND COMMUNICATIONS THAT OPEN NEW AREAS TO FOREIGN INVESTMENT. THERE WOULD BE NOTHING WRONG WITH THIS EXCEPT THAT OFTEN THESE PROJECTS CATER MORE TO FOREIGN INTERESTS THAN TO THE NEEDS OF THE LOCAL COMMUNITY. FOR EXAMPLE, GUATEMALA AGREED TO BUILD A HIGHWAY AND A PORT TO SERVE THE INTERNATIONAL NICKEL CORPORATION MINING COMPANY. PORTIONS OF THE HIGHWAY AND PORT PROJECTS ARE FINANCED BY AID LOANS.

FOREIGN AID PROGRAMS CREATE ADVANTAGES FOR U.S. COMPANIES OVER LOCAL COMPETITORS AND FAVOR THESE COMPANIES' TRADE OVER LOCAL FIRMS. THE UNITED STATES REFUSES TO GRANT LOANS TO COMPANIES OR GOVERNMENTS THAT COMPETE WITH SUBSIDIARIES OF U.S. ENTERPRISES. LOANS CAN BE MADE TO NON-U.S. FIRMS ONLY IF THE LOAN IS TO BE USED FOR EXPANDING MARKETS FOR U.S. AGRICULTURAL PROJECTS. FOR INSTANCE, FOR YEARS THE U.S. GOVERNMENT REFUSED TO HELP THE GUATEMALAN GOVERNMENT BUILD A HIGHWAY TO THE ATLANTIC OCEAN, WHICH WOULD HAVE RUINED FERROCARRILES INTERNACIONALES DE CENTRO AMERICA, A BRANCH OF THE UNITED FRUIT COMPANY. WE COULD GIVE MANY MORE EXAMPLES.

AID LOANS FAVOR U.S. CORPORATIONS. LABOR LEADERS, OFTEN TRAINED AND FINANCED BY THE UNITED STATES, OFTEN OPPOSED WORKERS INTERESTS AND TAKE SIDES WITH FOREIGN INVESTORS. AID AGENTS HAVE INFILTRATED INDIAN, POPULAR, AND PEASANT ORGANIZATIONS. THE PEACE CORPUS, WHICH WAS ASKED TO LEAVE OUR COUNTRY, IS AN EXAMPLE OF THIS. AID ALSO CREATES PARALLEL COMPETITIVE INSTITUTIONS TO CHANNEL THE POTENTIAL REVOLUTIONARY DEMANDS AND TO TURN THEM INTO SOCIAL INSTITUTIONS THAT CAN BE CONTROLLED.

THE AID GROUP WHICH ARRIVED IN PANAMA THREE WEEKS AGO ENGAGED IN THIS ACTIVITY. LET US SEE HOW THEY OPERATED IN VERAGUAS PROVINCE, AT THE START THEY WERE GOING TO OPERATE IN GROUPS OF FOUR. HOWEVER, A GROUP OF SEVEN ARRIVED IN SANTIAGO DE VERAGUAS. THIS GROUP OF SEVEN WAS SUBDIVIDED INTO TWO GROUPS, THE FIRST FOR THE RURAL AREAS, AND THE SECOND FOR THE CITY. THE FIRST GROUP VISITED THE RIO DE JESUS SCHOOL. THE OTHER GROUP WENT TO RADIO VERAGUAS AND CEPA --- PANAMANIAN CULTURAL CENTER.

FROM TALKS WITH RADIO VERAGUAS PERSONNEL, WE REACHED THE FOLLOWING CONCLUSIONS:

ONE 1) THAT THE EDUCATIONAL PROGRAMS BEAMED TO THE PEASANTS OPPOSE EDUCATIONAL REFORMS.

(TEXT) TWO 2) THAT RADIO VERAGUAS HAS FOREIGN PROGRAMS LIKE ACPO-- POPULAR CULTURAL ACTION. MORE 061100 HT/ROEBER/JMT 06/1859Z

THREE 3) THAT RADIO VERAGUAS HAS MONITORS IN THE COUNTRYSIDE WHO RECEIVE (WORD INDISTINCT) FROM CEPA AND THIS STATION.

FOUR 4) THAT A GROUP OF 10 ONE ZERO PANAMANIAN RADIO STATIONS WAS MENTIONED AS A POSSIBLE NETWORK FOR RURAL DEVELOPMENT PROGRAMS. THAT SOME OF THESE STATIONS ARE ALREADY BROADCASTING "ESCUELA IGUAL PARA TODOS" (EQUAL SCHOOL FOR EVERYONE) PROGRAMS.

FIVE 5) THAT THE CEPA PROGRAMS FOR PEASANT EDUCATION ARE OPPOSED TO THE GOVERNMENT'S REGIONAL DEVELOPMENT POLICY BECAUSE THEY ATTACK THE VICTORIA SUGAR MILL.

SIX 6) THAT ACCORDING TO CEPA LEADERS THERE ARE 22 TWO TWO CENTERS WITH 10 ONE ZERO ACTIVITIES OR MONITORS WHO RECEIVE 5 FIVE AND WHO WORK IN THE OUTLYING AREAS OF VERAGUAS. THESE CENTERS FORMERLY OPERATED IN SANTA FE. NOW THEY ARE OPERATING IN RIO DE JESUS AND SONA. IN THE FUTURE THEY WILL OPERATE IN ATALAYA AND MONTIJO.

SEVEN 7) THAT MANY PROGRAMS ARE PREPARED IN THE COUNTRYSIDE AND THEN SENT TO RADIO VERAGUAS FOR RELAY.

EIGHT 8) THAT RADIO VERAGUAS HAS TO MAKE A MONTHLY PAYMENT FOR A RADIO-TELEPHONE SYSTEM. TO FINANCE THIS PAYMENT, PEASANTS WILL BE CHARGED 25 TWO FIVE CENTS.

THE SECOND GROUP OPERATING IN RIO DE JESUS PROMISES A RECORDER TO A SCHOOL SO THAT A STUDENT OF THE SCHOOL WOULD PREPARE RADIO PROGRAMS TO BE SENT TO RADIO VERAGUAS FOR BROADCASTING. THE SCHOOL IS RECEIVING EQUIPMENT THROUGH THE (WORDS INDISTINCT) AID PROGRAM.

THE AID GROUP REQUESTED PERMISSION TO VISIT THE JUAN 23 TWO THREE COOPERATIVE. THE GROUP ASKED IF THEY COULD ATTEND THE PEASANT COOPERATIVE MEETINGS. THEY ALSO ASKED IF THEY COULD MEET WITH THE COOPERATIVE DIRECTORS. THEY ALSO WENT TO RADIO URRACA AND ASKED THESE QUESTIONS:

"HOW DO YOU RECEIVE YOUR PROGRAMS, BY BUS OR PLANE?"
"SHOW ME HOW YOU CONTACT RADIO LIBERTAD."
"CAN THE DIRECT LINE BE USED BOTH WAYS?"
"WHAT IS THE NAME OF THE CARRIER USED TO SEND THE CASSETTES?"
"DO YOU HAVE A SAMPLE OF PEASANT PROGRAMS?"
"DO YOU USE AM OR FM?"

AND MANY OTHER TECHNICAL QUESTIONS.

FINALLY, THE GROUP VISITED THE ADULT EDUCATIONAL SCHOOL.
IN THEIR MEETINGS WITH COORDINATORS THEY ASKED:

"WHAT DO YOU THINK OF THE RADIO VERAGUAS CENTERS IN SOUTHERN
VERAGUAS AND SANTA FE?"

"WHERE ARE MOST OF YOUR CENTERS?"

"HOW COULD YOU INTEGRATE WITH THE RADIO VERAGUAS PROGRAMS?"

"HOW DO YOU TRAIN YOUR MONITORS?"

"HAVE YOU WORKED WITH COOPERATIVES?"

"WHAT ARE THE POSSIBILITIES OF GIVING (WORD INDISTINCT)
WITH CASSETTES OR RADIO?"

"PLEASE TELL ME WHAT PROBLEMS YOU HAVE IN EACH DISTRICT?"

THEY ASKED THESE AND OTHER QUESTIONS PERTAINING TO THE
PEASANTS' SOCIO-ECONOMIC PROBLEMS. THEY WENT TO STORES
AND MADE A LIST OF RADIO MODELS AND PRICES. THE AID AGENTS ALSO
DISTRIBUTED SOCIO-ECONOMIC QUESTIONNAIRES IN THE JUAN 23 TWO
THREE COOPERATIVE. AID DECIDED THAT RADIO VERAGUAS SHOULD BE THE
CENTER OF A RADIO-TELEPHONE SYSTEM WHICH IS TO BE RELAYED TO A
NATIONAL NETWORK AND WILL COST \$1.875 ONE POINT EIGHT SEVEN FIVE
MILLION -- WITH A SYSTEM PARALLEL TO RADIO LIBERTAD

WHAT IS AID UP TO? ARE THESE FACTS NOT PROOF OF THE
ESPIONAGE AND SUBVERSIVE ACTIVITIES CARRIED OUT BY AID,
COVERING FOR THE CIA? IS AID TRYING TO SUPPORT OUR GOVERNMENT'S
EFFORTS TO DEVELOP THE NATIONAL ECONOMY BY COMPILING REPORTS,
STUDIES MEMOIRS, AND STATISTICS ON OUR PEASANTS?

THE PANAMA NATIONAL RADIO BROADCASTING SYSTEM DENOUNCES THIS PLOT,
WHICH IS ORGANIZED AND PREPARED AN OFFICIAL U.S.AGENCY. THIS
PLOT IS AIMED ESPECIALLY AGAINST OUR COUNTRY'S AGRARIAN PROGRAMS,
EDUCATIONAL SYSTEM, AND PUBLIC HEALTH. THIS PLOT IS AIMED AGAINST
OUR COUNTRY'S REVOLUTIONARY PROCESS. THIS PLOT IS UNLEASHED
NOW THAT PANAMA IS WAGING A STRUGGLE AGAINST MULTINATIONAL
COMPANIES, WHICH, AS GEN.OMAR TORRIJOS SAID, IS PREPARING US
THE THE FINAL BATTLE TO RECOVER THE PANAMANIAN TERRITORY CALLED
THE CANAL ZONE. THE PANAMA NATIONAL RADIO BROADCASTING SYSTEM
DENOUNCES BEFORE OUR PEOPLE AND THE WORLD THE SINISTER MANEUVERS
CONDUCTED BY THE OFFICIAL U.S.AID AGENCY, AND CALLS ON ALL
COUNTRYMEN TO BE ON THE ALERT AGAINST A COUNTERREVOLUTIONARY AND
ANTI-PANAMANIAN PLOT. 061100 ENDALL HT/ROEBER/JMT 05/1924Z DEC

Following the adverse broadcast commentary, on the advice of the U.S. Ambassador to Panama, the U.S.AID Mission In Panama prudently halted the planning activity and postponed the completion of the study. At this date, the study has not been resumed.

At no time to the best of our knowledge, in the course of the Project Planning Study was the professional competence, judgement and/or behavior of the Team members adversely criticized. On the contrary, their individual and collective professional behavior, expertise, ability to work equally as well in Spanish and English, and their understanding and sensitivity to the Panamanian situation, was lauded both by the Panamanian Government and representatives of the U.S.AID Education Mission in Panama.

Other contributing factors which the Team believes prevented the completion of the study are outlined in the Calendar of Events previously presented. The principal two factors appear to be the need for an established counterpart team and the related need for better understanding of the objectives of the study.

First and foremost, the MOE in Panama had not established a counterpart Panamanian Team to work side by side with the Academy Project Planning Team as was earlier agreed upon in discussing the study before the Team's arrival. Efforts to establish close working relationships with the Panamanians, therefore, never fully materialized although numerous intra-agency meetings and planning sessions were arranged in which this need was discussed.

It previously has been agreed that this would not be a study done by outsiders for Panamanians, but would be a study undertaken by Panamanians in a

collaborative fashion with the guidance and assistance of a team of outside experts. This never really became the mode of operation and was duly noted by the Team leaders and discussed with U.S.AID/Panama Mission personnel. Two reasons suggested by U.S.AID/Panama for the prevailing situation are as follows:

1. The MOE at the time was heavily involved in paper work activity related to its own budget cycle, simultaneously involved in negotiations with other foreign donor agencies on various pending projects and discussing with the AID Mission a new and sizeable educational sector loan. All available personnel at the MOE were on call for these activities and consequently were not as free to participate in a more active way in developing the Project Planning Study.
2. The AID Education Mission advised the Academy Team that the "Panamanian way" did not necessarily involve work in a counterpart relationship. The Academy Team was told that Panamanians like to react to written proposals and to refine suggestions that way; then, they come together with the outside team undertaking the project study, and in the final process produce a strongly supported project document or loan paper.

A second major contributing factor which seems to have inhibited the completion of the study was a misunderstanding among the MOE, U.S.AID/Panama and Radio Libertad, the national government radio system, as to precisely what type of radio broadcast facility was under consideration.

In retrospect, it appears that various individuals within the MOE of Panama were not in agreement as to the reasons for a project planning study for the use of radio in the rural areas. Also there apparently was not a clear understanding concerning the proposed use of radio between the U.S.AID Mission and the MOE in Panama.

U.S.AID/Panama, on the one hand, was interested in grant funding a pilot project in non-formal education patterned in part after the ACPO experience with radio in Colombia and incorporating aspects of the Basic Village Education Project in Guatemala. Their notion of the proposed pilot program emphasized a multi-media approach to education for the rural poor that would revolve around radio instruction supplemented by easy to understand printed material, pre-recorded cassettes and perhaps the application of educational gaming exercises. Programs would include community leadership training, courses in literacy, health, sanitation, family planning, nutrition, civics and programmed instruction courses for the production of basic agricultural crops. The objectives would be to:

1. motivate the campesino for development
2. develop human potential through education of the whole man
3. integrate the campesino in national society
4. organize and develop the community by participation of the campesino in local organizations
5. increase the productivity of the campesino in his agricultural work

U.S.AID/Panama proposed to introduce this project in the Rio de Jesus District of Veraguas as a means of reinforcing and extending the non-formal component visualized in the model school program now being developed with AID

grant assistance in that area. Selected radio instruction programs, primarily in agriculture, would form part of the school's curriculum and the school would serve as a test site and operating model for the production of basic grain crops. The agricultural extension and home economics teachers resident at the school facility would be able to multiply their effectiveness beyond the model school by providing extension services and technical advice on matters of community interest such as cooperatives, use of farm credit sanitation, and nutrition. The school would also serve as a community center where specialized non-formal courses of interest to the campesinos can be conducted.

The MOE in Panama represented by the Vice-Minister, on the other hand, understood the U.S.AID proposal to be supportive of a national radio broadcasting facility centralized in Panama City and covering the largest possible land area of the country, both urban and rural.

Further disagreement of the proposed radio project existed between Radio Libertad and the MOE, and RL indeed saw the central station proposed by the key spokesmen at the MOE as a possible competition to their own efforts. No doubt this prompted the broadcast commentary which halted the study.

U.S.AID/Panama, therefore, appears to have had the more concrete conceptualization of the possible role of educational radio in the country but appears not to have reached a full understanding of these ideas with the MOE. RL and the MOE were still in the early stages of thinking but were strongly emphasizing the acquisition of broadcast facilities and hardware rather than a programmatic element of rural development using radio.

While the study was not completed, the Team was able to collect basic information on the rural setting in Panama as well as to determine previous and existing efforts in the use of communication media. This information, which is reported in the following two sections of this report, presents the possibilities that might merit further exploration for the use of broadcast media in non-formal education efforts in Panama. It should be emphasized here, however, that this information does not constitute a research "finding" regarding the feasibility of using radio in a rural setting in Panama, but rather, sets the stage in which a definitive feasibility study may be completed, to test the desirability and practicality of one or another of the options placed before the MOE and U.S.AID.

Section III
An Overview of Existing Communication Resources
In The Republic of Panama

This third section of the report briefly sketches the opportunities and difficulties which would confront an attempt to use radio programming in non-formal educational activities in the rural area of Panama. It has been prepared by Jose Mandulcy, with assistance from John Arnaud, Thereza Penna-Firme, Jim Hoxeng, and Henry Ingle. It outlines a configuration of broadcast facilities which are both an excellent opportunity and a possible obstacle to the country's systematic use of broadcast media in the rural areas. A sprawling collection of commercial radio stations are identified, which both are a blessing and a curse. And oceanic, geographical and atmospheric conditions are described, which are both kind and cruel to the use of broadcast media in this small but variegated country.

The information marshalled for this section of the report indicates that the GOP's plans to develop a single, high-powered, broadcast band and clear channel station in the country merit careful reconsideration, from a standpoint of costs, efficiency, and the fact that it would run into signal interference with the broadcast facilities of neighboring countries. And regardless of the power and range, such a station could not transmit more than a single program at a time. Existing Radio Libertad could be cheaply expanded to do the same thing.

Furthermore, given the country's geographical layout, 70% of the broadcast power would be directed to and wasted over the open ocean unless a specialized tower and antenna were installed to radiate the station's signal over Panama land area. This represents a costly investment (see memorandum of John Arnaud, Nov. 11, 1974). Hence, the recommendation to investigate regional broadcast facilities seems to offer a better solution if the MOE seriously is interested in using educational radio.

Let us briefly look at the team's findings concerning existing broadcast and related communication media in the country.

I. RADIO IN PANAMA

A. Existing Commercial Radio (AM/FM) Facilities:

The Directorate of Radio Broadcasting of Panama indicates that a total of 64 transmitters operate between 540 and 1570 KHZ. These are broken down as follows:

TABLE A

<u>Province</u>	<u>Total No. Transmitters</u>	<u>No. of Repeaters (From Panama)</u>
Panama	30	--
Colon	9	4
Bocas del Toro	3	2
Cocle	2	--
Chiriqui	11	4
Herrera	5	2
Los Santos	3	1
Veraguas	3	1
Darien	0	0
San Blas	<u>0</u>	<u>0</u>
Totals	64	14

A complete listing of Panama's AM and FM broadcasting stations have been included at the end of this section of the report.

Most of the commercial radio programming (85 or 90%) is devoted to popular music, novelas (soap operas), and occasional short news programs. Most of these stations operate on 5 Kw of power or less. A variety of cunas (commercial announcements) are aired throughout the programs. These commercials provide the main source of income for the stations. Some stations have produced broadcasts of cultural, religious, and local interests. For instance, in David, Chiriqui, La Voz del Baru (Voice of Baru) has aired programs aimed at the rural peasants.¹ Little, if anything, has been

¹ Thomas E. Weil, et. al., Area Handbook for Panama, Washington, D.C.: American University, 1972, p. 170.

published on the effectiveness of these efforts.

In order to assess the existing radio resources and to determine whether or not commercial radio stations could be utilized in the proposed AID/AED project, team members visited such stations as--Radio Hogar, Radio Vida, and Radio Ondas Centrales. (The latter station will be dealt with under "Radio in Veraguas Province."). The following sections briefly describe the efforts of Radio Hogar and Radio Vida:

1. Radio Hogar: (670KH²AM and 94.1 mg. FM)

This station, located in Panama City, was established in 1954 under the aegis of the Catholic Church, and has a power of 1 kilowatts. According to the station director, its broadcasts can reach the provinces of Colon, Veraguas, Herrera, Los Santos, and parts of Darien. The station is on the air from 6 a.m. to 11 p.m., Monday through Saturday, and Sundays, from 8:30 a.m. to 7 p.m. Each program is about 25 minutes in length and 5 minutes devoted to commercial announcements. Programming mainly consists of selections of classical and popular music, news, and announcements. The station's annual budget is \$40,000.00; it has a personnel totaling nine individuals: 1 director, 5 broadcasters, 1 producer, 1 electronic technician, and 1 secretary.

The station would like to include programs of a "social nature" in its programming schedules but shortage of funds, limited personnel and the need to purchase land to transfer its tower to a new location for better reception has prevented the realization of this plan.

2. Radio Vida:

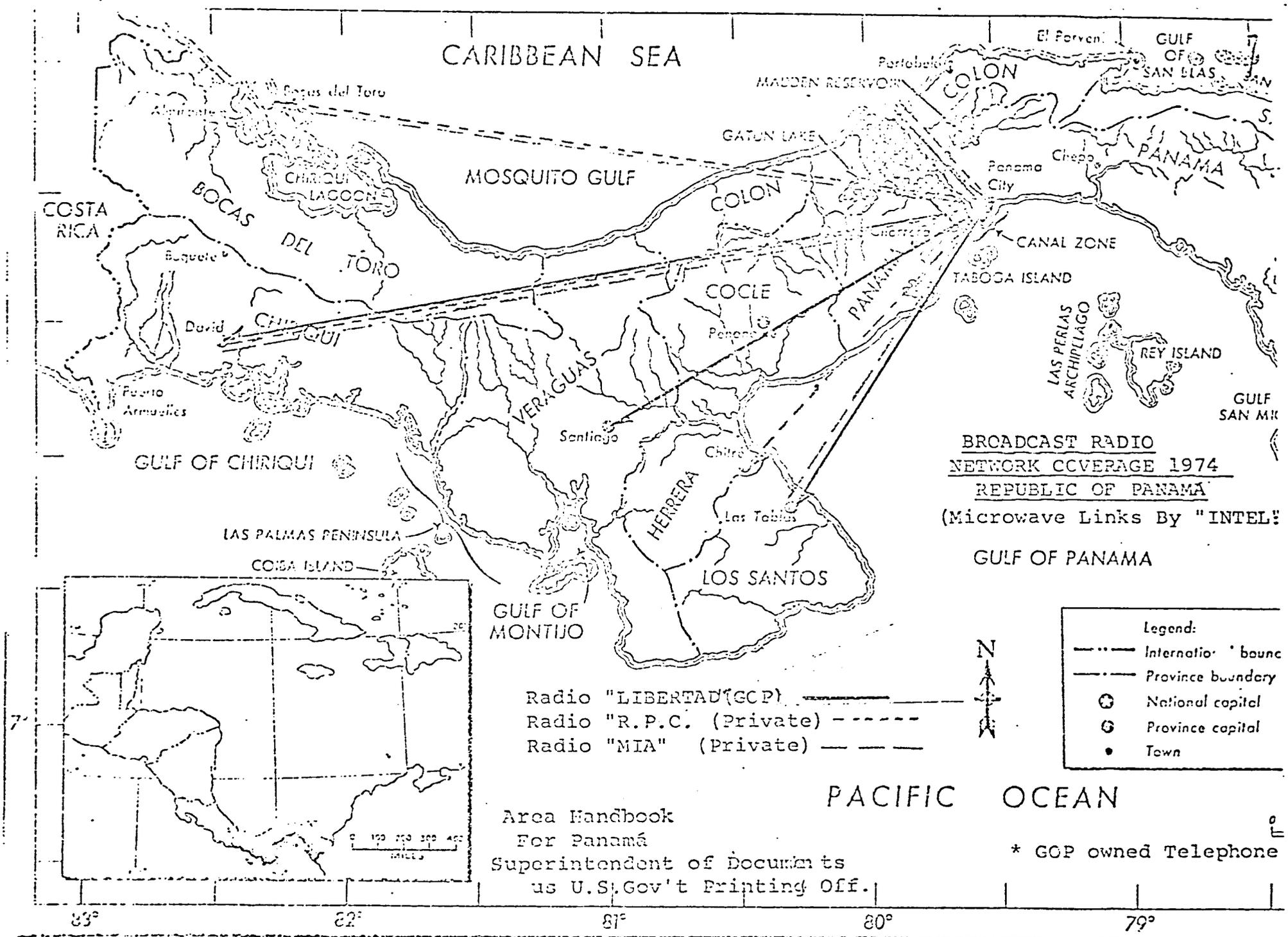
Also located in Panama City, Radio Vida was established in 1949 by American Protestant missionaries. Its AM programming is primarily

religious (50 watts), while on FM, (5 watts) programming consists of religious music. No news service is offered. Its broadcast power range is limited to Panama City and the Canal Zone. Its target audience is urban, and largely English-speaking. Programs are broadcast 24 hours a day. Future plans for starting short-wave broadcasts, with assistance from HCJB of Quito, Ecuador, are being considered. In addition, there is an interest in extending their programming to include messages dealing with family planning, first aid, health care, and evangelism. The station is faced with the problems of rising costs for production materials and the acquisition and maintenance of equipment, as well as additional personnel requirements.

The following map defines the coverage of the three existing networks originating in Panama City and linked to their repeaters in the northern and western provinces through the microwave relay facilities of INTEL, the government-owned telephone company. Note particularly the parallel relay to Bocas del Toro, David, Las Tablas and Colon. At the moment, this probably indicates needless duplication for purely commercial purposes. But, also note that when properly planned educational radio becomes a fact, the parallel facilities can be used for simultaneous transmission of two educational programs to rural areas during the prime listening hours among the rural populations. Radio Libertad could provide a second program series to the two commercial networks under formal or informal agreements.

B. Radio Stations with National Coverage:

Few stations in Panama were found to provide national coverage.



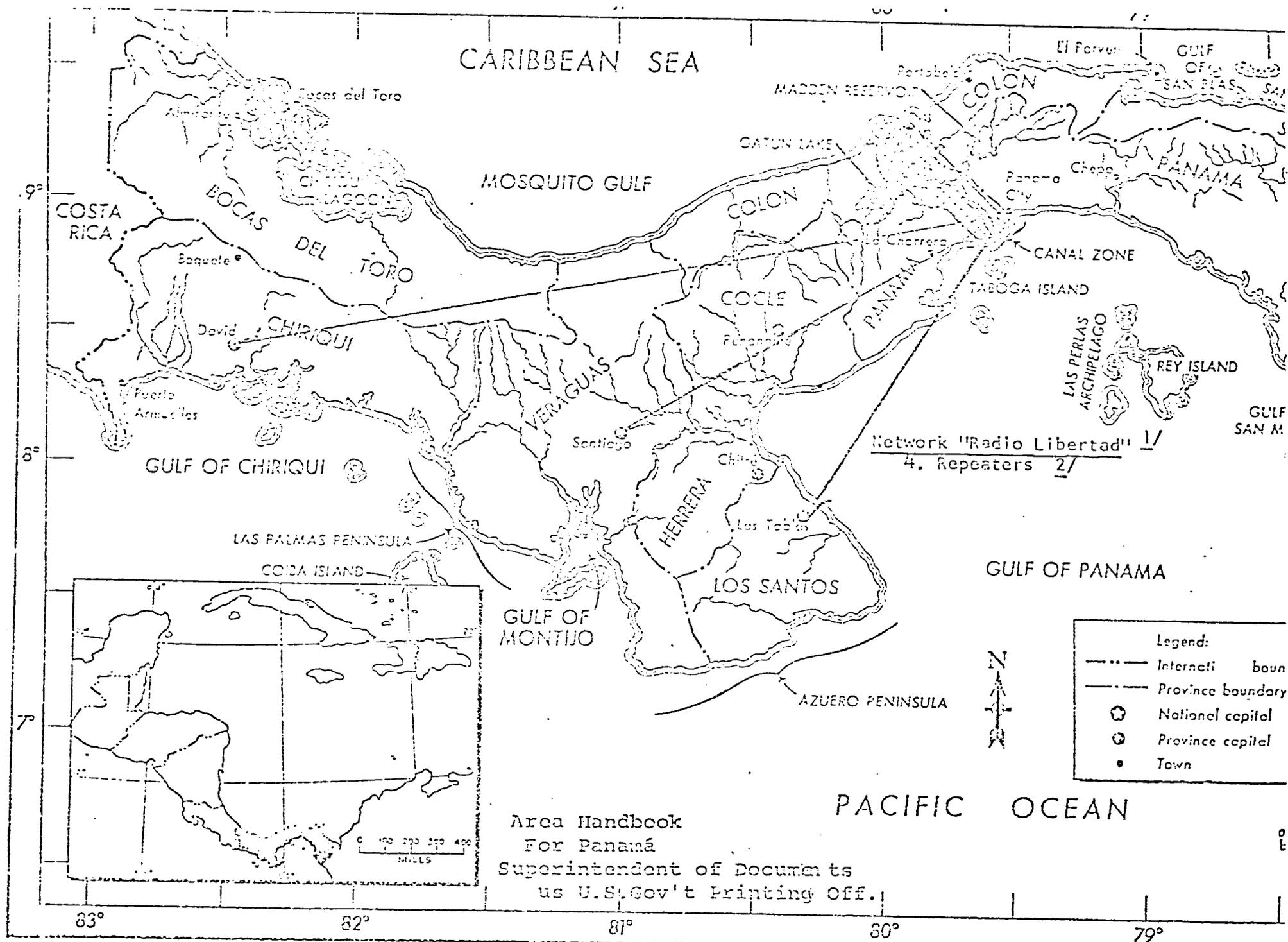
Source: Directorate Radio Difusoras, R.de P.

Radio Libertad, Radio RPC, and Radio Mía, all in Panama City, and Radio Republica, in Chitre, each have 10 kw power (10,000 watts). The first three stations are the only ones which provide national coverage. According to Archbishop McGrath* of Panama City (from interview November 21, 1974), Radio RPC has offered nation-wide broadcasts (5:30 a.m. - 6:30 a.m.) on natural sciences, plants, and trees. Radio Mía, reaching Darien and the Pearl Islands, airs informational programs and messages. Radio RPC and Radio Mía each have 3 repeater stations, with Radio RPC operating in David, Chitre, and Bocas del Toro, and the Radio Mía operating in Colon, Las Tablas, and David. Radio RPC, Radio Mía, and Radio Republica are privately-owned stations; Radio Libertad is the official station of the Government of Panama. As the following map indicates, Radio Libertad is primarily oriented to only the most populous areas.

1. Radio Libertad: (840KHZ)

Radio Libertad (RL) is the official government radio broadcasting system of Panama. It was established in 1971. Originally, it was created to disseminate government and political information, rather than educational information, throughout the country (interview with Sr. Caballero, Dec. 5, 1974). Its repeater stations, which operate with 10 kw power, are in Chitre, David (Radio Guaymi) and Santiago de Veraguas (Radio Urraca). Two repeaters with a 1 kw power are situated in Colon and La Palma, Darien. In La Palma, however, broadcasts can be received only at night, with a high quality receiver and long-wire antenna. In addition, some

* Former bishop of Veraguas for six years. The "Plan of Veraguas," an economic and social development study, was undertaken by CEPAS, a center under the Catholic Diocese of the city of Santiago. (June, 1968).



Area Handbook
 For Panamá
 Superintendent of Documents
 U.S. Gov't Printing Off.

Source: Directorate Radio Difusoras, R.P.

1/ Gov't of Panama

of the San Blas islands, east of El Porvenir, can receive Radio Libertad programs, with high-quality transistor receivers², but these are reported to cost about \$US 50. All repeater stations are linked in a network with RL from 11 p.m. to 7 a.m. Its programming consists of news from 6 to 7 a.m.; from 12:30 to 1 p.m.; and from 5:30 to 6:30 p.m.

Along with its many musical programs, RL dedicates certain broadcasts to the rural population. For example, there is informational advice to fishermen and rural villagers, interviews, programs dealing with agriculture, and programs emphasizing a heavy educational fare (Information on the latter appears under the section "Educational Radio in Panama."). Non-formal education programs, as such, are not part of RL's programming. Ninety-nine per cent (99%) of all programming is taped.

The station consists of the following departments: production and programming; editing; teletype and telex service; the technical department; the department of international relations and coordination with other stations in Panama; administrative and accounting department; and a record library. Moreover, the station has 4 mobile FM units, a photographic lab and a warehouse. Personnel totals 72 employees in Panama City and 15 at the repeater stations in the interior. In 1974, RL reported that it was given \$375,000 by the Government of Panama. From this amount a sum was used to install the Chiriqui repeater station.* Upon the team's visits to the central station, the following problems were noted:

² Communications chapter, Education Assessment Report, USAID Panama, December, 1974.

* Interview with Mr. Caballero, December 2, 1974.

1. While RL's personnel appeared enthusiastic in their work, they "seemed to be heavily overworked³... Some problems with the employees had arisen because of salary levels compared with the ones paid by the commercial stations." (interview with Mr. Castillo, Nov. 12, 1974).
2. Studio facilities and other sections of the station were found dispersed in various rooms on different floors, a situation which can lead to an inefficient operation.

³ According to the Vice-Minister of Education, the staff at RL lacked the needed time and budget necessary to devote to the proposed AID/AED project. (From memo. Nov. 8, 1974).

2. Educational Radio in Panama:

In 1973, the Ministry of Education in collaboration with Radio Libertad began a pilot project for educational radio, known as "radiovision." Daily broadcasts of 15 to 20 minutes were directed to public school children. Color slides were used in conjunction with the radio broadcasts. The project, however, is no longer in existence and no known evaluation of its effectiveness exists.

At present, the only nationwide educational radio programming in Panama is the series produced by Radio y Television Educativa (Educational Radio and Television), an agency under auspices of the Ministry of Education and operated by the University of Panama. The aims of RTE are to educate the Panamanian public with two-way communication messages. In other words, RTE transmits social messages to its audience, in order for them to listen, analyze, and return feedback. Its programming includes nationwide in-service training courses for elementary school teachers; and instructional subject matter in the social and natural sciences, mathematics, Spanish, English, and educational psychology. Broadcasts are transmitted through Radio Libertad Monday through Saturday, 7 - 7:30 p.m. Programs are produced by scriptwriters at the University of Panama. Teachers receive curriculum guides and an evaluation sheet which is returned on a systematic basis to the Ministry of Education as a form of "feedback."

On the whole, educational radio activities in Panama serving non-formal and rural development purposes are limited and remain to be further developed.

C. Radio in Colon Province:

The feasibility team's first field trip, outside of Panama City, was

to the coastal and rural areas of Colon Province as suggested by the Vice-Minister of Education in a November 15th meeting.

With respect to the possible uses of a communication system for rural development, i.e., radio or other audio-visual aids, team members were informed by the provincial educational directors and inspectors that "radio would be a good instrument to transmit messages to their rural inhabitants" (memo. Nov. 21, 1974). Furthermore, it was reported that more than 60 per cent of the population within the province had access to radio receivers in their homes (interview with Prof. Barrios, Nov. 20, 1974). Team members were informed that radio stations most frequently heard in the province are: Onda Popular, Radio Libertad, and CPR. The latter station airs a program entitled "La Voz de la Integracion," produced by the Ministry of Health. Suggestions and recommendations offered by the provincial officials in connection with the proposed radio project are incorporated in a later section of this report.

D. Radio in Veraguas Province:

From the mission's outset, AID/Panama officials cited Veraguas as a target area for the proposed project. Professor Duran* representing the Ministry of Education also stated that Veraguas would be a good possibility for a rural radio project. The rural population is dispersed and has limited access to relevant educational information and thus could benefit from it. (memo. Nov. 12, 1974). He also reported that Santiago, the provincial capital of Veraguas, had experienced the use of radio rural forums under the sponsorship of the Catholic Church. Sevillano** also believed that Santiago

* Formerly Special Assistant to the Vice-Minister of Education

** Special Assistant to the Director of Radio Libertad.

would be an appropriate location for the project for the following reasons:

1. It is one of the most populated provinces within the country.*
2. It is an area which has received the least educational assistance from the government.
3. There exists in the area a repeater station of Radio Libertad, Radio Urraca.

Furthermore, Veraguas remained the choice of the local AID Mission because that province had the most varied and widest development effort to date and because there were earlier indications from the Government of Panama that Veraguas, home province of the General-President, was a priority development target. Also, more than 60% of the population in Veraguas owns radio receivers (interview with Prof. Barrios, Nov. 20, 1974).

E. Radio Urraca: (910 KHZ)

When two of the team members (Hoxeng and Manduley) visited this station, it was temporarily inoperative.** The station's power was being augmented from 4.5 to 10 kw, with a new transmitter brought from Colon. A few years ago RU began as a commercial station. Because it was not too successful, it recently linked with Radio Libertad's network. The initial RU installation costs totaling \$150,000 included the cost of the tower, the radio transmitter, studios, units, record players, tape-recorders, etc. (interview with Sr. Caballero, Dec. 2, 1974). According to Caballero, annual maintenance costs are approximately \$25,000 for transformers, parts, etc.

Local and regional programs transmitted by RU consist of music, news,

* Furthermore, Archbishop McGrath reported that Santiago has the highest number of illiterates in the country. (80%).

** The visit took place on Nov. 25, 1974. We were accompanied by Prof. Concepcion, provincial education coordinator, who arranged the Veraguas field trips for all team members.

messages, and interviews with local officials. Sometimes the FM mobile unit is sent out to the field to tape programs. RU also broadcasts informational programs produced by the sugar cane workers. The government ministries of agriculture and education produce their own informative programs, which are aired by RU.

The station transmits local and regional programs Monday through Friday from 7:45 a.m. to 11:30 p.m. From 11:30 p.m. to 7:45 a.m., RU is linked with Radio Libertad's network system. Saturday programming begins at 7:00 a.m. and concludes at 11:30 p.m., at which time the station is linked to R. Libertad until 6:59 a.m. The only Saturday program with rural information is produced by the National Institute of Agriculture. The Sunday programming schedule consists of music and news. Sometimes programs produced in Veraguas are sent directly to Panama City through a microwave system when their content is of national interest. RU would like to have more interministerial coordination and seemed receptive to developing more rural oriented programs. In general, their studios and broadcast facilities were found adequate for the needs of the province. However, RU is understaffed and the organizational structure of the operation could be improved. RU's officials appeared enthusiastic when informed of the proposed project. They reported, however, that action on this matter should most likely be taken in Panama City and not at the province level.

F. Radio Veraguas (690 KHZ) and CEPAS:*

In 1968, Radio Veraguas (RV) was established with donations from German

* Centro de Estudios de Promocion y Asistencia Social. (Study Center to Promote Social Assistance).

Catholic bishops to Archbishop McGrath, then bishop of Veraguas. RV is a Catholic station, whose general objective is to disseminate programs of a cultural, informational, and educational nature. The station broadcasts two health programs, one of which is prepared by the Ministry of Health. It also broadcasts a program prepared by labor union members; conducts a radio forum school five afternoons per week; airs daily personal messages, free of charge, for 1-1/2 hours; and in conjunction with CEPAS, produces a program designed for women, as well as a weekly, half-hour program on rural cooperatives.

In a November 11th meeting, Ingle, Penna Firme, and Arnaud were informed by Prof. Duran that CEPAS had been closed down by the central government of Panama, ostensibly for political reasons. However, on November 25, 1974, team members (Hoxeng and Manluley) visited the facilities and spoke with the directors of RV and CEPAS.

In 1969 RV began its radio school series, using ACPO (Radio Sutatenza, Colombia) as its model. A difference between ACPO and RV, however, is that the latter remunerates its monitors with \$3.50 to \$5 per day. The series is aired 5 days a week from 6 to 7 p.m. The staff consists of 3 full-time and 3 part-time employees. Due to RV's limited budget, the station is considering charging participating students 25¢ per week to help balance their operating costs and finances. The CEPAS group is contemplating changing the current "meeting format" whereby the radio school students meet at a pre-determined location (such as, community center, school, church, etc.) to meetings which would take place in the homes of groups of friends or family, with a member acting as the monitor. CEPAS feels that such an arrangement

would result in increased student attendance, while reducing the long-walking distances of forum members to reach the meeting places. Although RV has not administered formal surveys for audience feedback, field personnel from CEPAS check the reactions from the rural villagers from time to time. The audience response, according to them, has been favorable.

G. Radio Ondas Centrales: (970 KHZ)

This station began operating in Santiago, Veraguas, in 1947. ROC's power is only 1/4 kw. Its programming consists mainly of popular music and is directed to an urban audience. When team members visited the station, the owner was receptive to the idea of selling radio time from 6 - 6:30 a.m. and 6 - 6:30 p.m. Studio facilities for rural broadcasts seemed adequate, and there was a large record collection. For purposes of the proposed project, the station's resources appeared to be quite limited.

II. Radio for Rural Development in Panama:

For the most part the rural scene remains culturally isolated and marked by local traditional folk expression. Urban ideas, fashions, and living patterns rarely penetrate the interior, as the usual channels of communication have limited effect because of high rural illiteracy and the general remoteness of large numbers of peasants. Increased radio usage in recent years, however, has been gradually bridging the communications gap and steadily bringing to the interior the modernizing effect of the urban mode of life.⁵

Archbishop McGrath reported that Gen. Torrijos likes radio as a medium to reach the rural villagers. McGrath stated that the lack of electricity in the central provinces make the rural inhabitants dependent upon transistorized radios. Although living in abject conditions of rural poverty

⁵ Area Handbook for Panama, op. cit., p. 97.

where often there is a lack of sanitary facilities, and most houses have dirt floors and no electricity, most villagers possess transistorized radios.

Team members visited rural homes in Canazus district of Veraguas and witnessed a tell-tale scene: An old woman barefooted and carrying an infant child had walked a long distance to a hut to listen to a soap opera on the radio.

McGrath feels educational radio can improve the quality of teaching in the interior because the rural schools are poorly supplied with audio-visual aids, textbooks, or any kind of teaching materials. He reported that the project should have been proposed years ago.

Prof. de del Vasto, of the Ministry of Education, reported that educational radio could reach the thousands who drop out of rural schools at an early age.* There is a critical need for this service in Panama.

As of 1971, the estimated number of radio receivers in the country was about 430,000 covering more than 80% of the homes.⁶ The average cost for a receiver varies: Caballero, of Radio Libertad, indicated that a transistor radio costs between \$4 to \$6. On the other hand, during the team members' visit to the John XXIII Cooperative in Veraguas, the price for 2 or 3-band radios in use was between \$17 and \$30. The AID education assessment team reports that all sizes of 1.5 volt cells and 9.5 volt batteries for radio transistors are low-priced and widely available in the cities of Panama and Colon. Other areas were not surveyed by the assessment team.

* Interview with Dr. Penna Firme, Nov. 21, 1974.

⁶ Area Handbook for Panama, op. cit., p. 170.

II. Tentative Recommendations for Rural Radio Programs in Non-Formal Education in Panama*

Various subject areas, topics, program format, and general recommendations for planning a radio project were offered by many Panamanian officials, provincial directors, and village leaders from the provinces of Colón and Veraguas in the course of the team's preliminary inquiry in Panama. The subject areas and topics cited seem to represent the most pressing needs and problems encountered in the daily lives of the Panamanian campesino in the aforementioned provinces.

A. Subject Areas and Broadcast Topics

1. Agriculture:

- Land tenure
- Agricultural practices (fertilizers, seeding, harvesting, and storage)
- Soils and crop production (soil conservation, rotation of crops, etc.)
- Community gardens (construction, weeding, maintenance)
- Plant disease (preventive methods, eradication, etc.)
- Environmental contamination with insecticides
- Fishing techniques
- Animal breeding
- Aviary production (chickens, ducks)
- Apiary production
- Farm cooperatives (organization, membership, etc.)
- Agricultural credit (significance, accessibility, etc.)
- Market and weather reports

2. Health:

- Nutrition and diet
- Food preparation and their variation
- Preventive medicine (tuberculosis, hookworm, parasites, malaria, typhoid, yellow fever, gastroenteritis, snake bites**)
- Vaccination
- Alcoholism (especially in Colon)
- First aid and hygiene (including use of latrines, etc.)
- Care for expectant mothers
- Child care
- Family living

* Interview with Dr. Pema Firme, Nov. 21, 1974.

**It was reported that snake bites are a common cause for death in Veraguas.

3. General Education and Information:

- Literacy education (arithmetic, Spanish, etc.)
- Housing conditions
- Roads and transportation
- Labor markets
- Small industries
- Home economics (especially recipes, cooking, and sewing instructions)
- Community participation and recreation
- Safety regulations
- Organization of radio rural forums
- Training of community leaders
- Organization of women's clubs
- Infant education
- General entertainment (typical and local music, soap operas, etc.)
- Local news

B. Program Format

The production of the following types of radio programs was suggested:

Interviews* (with local officials, village leaders, extension agents, etc.).

Soap Operas** (whose content relates to the typical needs and problems of the campesino).

Messages (personal, c interest to the community, news, etc.). The director of Radio Ho ed (int. Nov. 12, 1974) that the villagers in, for example, Cocle province, depend upon radio to convey personal messages in much the same way as city people depend upon the mail or the telephone. Messages can range from a "warning" to a simple request as "have the horses ready for Mr. Lopez when he arrives to the village of ...". For these people such messages are vital and indispensable.

Lastly, local news and typical music are other types of formats suggested for radio rural broadcasts. A program technique employed by Prof. Rudas in his rural broadcasts at Radio Veraguas, is that of having a teacher speak for the first seven minutes: after which follows a series of letters,

* e.g. having field correspondents do "on-the-spot" interviews to determine the problems of the campesino.

** It was reported in Colon and Veraguas that the campesinos like to hear familiar voices, personalities, and regional sound effects adapted to existing conditions.

greetings, birthday announcements, and 19 minutes of lecture with musical bridges interspersed throughout. (memo Nov. 25, 1974).

Officials in Veraguas reported there is radio interference at night from Nicaragua and Colombia (Sutatenza). The best radio reception occurs during the winter months.

Suggestions varied for the hours and time which radio programs should be broadcast to a rural audience. Archbishop McGrath informed team members that the villagers listen to the radio after 5 p.m., adding that the best hours to send messages are in the morning from 5:30 a.m. to 8:00 a.m., at noon and at the beginning of the evening -- 6:00 p.m. On the other hand, the director of Radio Vida suggested that broadcasts be aired between the hours of 4 a.m. and 8 a.m. and between 4 p.m. and 10 p.m. Officials in Colón province indicated that the best hours would be after 6 p.m. They did not recommend early morning programs due to the work schedule of the rural family. In Veraguas, Prof. Rudas has a program transmitted between the hours of 5:30 a.m. to 6:00 a.m. Conversely, Prof. Alvarez* believed that the campesino is still not up during this time and prefers instead that broadcasts be aired between 6 to 6:30 a.m. Lastly, Prof. Durán (int. Nov. 12, 1974) suggested that 1 to 3 p.m. might be a good time to reach the rural women.

C. General Recommendations

- Archbishop McGrath recommended that local radio stations be paid for radio time. He felt that this was the best and most economical way to utilize the medium for rural development in the country.
- On the other hand, a community priest from Rio Indio, Colon was adverse to using existing provincial stations and buying radio time, because he believed this could bring problems. For example, contra-

* Ham radio operator in Rio de Jesus, Veraguas.

- .. dictory propaganda could ensue if a radio campaign against alcoholism is aired with beer commercials on the same station. He recommended that a new radio station be created in Colón. He felt that in so doing, Colon province could receive local programming directly related to the needs and life-style of its people.
- Provincial officials in Colon suggested that Radio Libertad become the central station for the proposed AID/AED project. It was also recommended that existing agricultural and health services be integrated before radio could be utilized as a strategy to improve the community. Prof. Duran (int. Nov. 11, 1974) stated that radio could play a beneficial and key role in areas where a good infrastructure of integrated rural service exists. (e.g., Rio de Jesus, Veraguas; and Soloy, Chiriqui). Furthermore, it was reported that group discussion forums should be organized in order to integrate the community.
- In Veraguas, it was suggested that villagers be given follow-up radio lessons in order to teach them to apply the skills and practices they have learned via radio, and other media. Supplementary instruction should be provided by monitors, extension agents, radio field personnel, etc. as needed.
- The director of Radio Libertad (Dec. 5, 1974) suggested that a monitor always be present during the radio broadcast so that the audience receives the full benefit of the program.
- For most non-formal radio programs to be at their utmost effectiveness, they should be used in conjunction with printed materials, audio cassettes, filmstrips, slides, group discussions, or other approaches.
- Lastly, Caballero, director of Radio Libertad, suggested that an Interministerial Commission for Rural Programming be formed so that RL and government ministries (such as education, health, agriculture, labor, etc.) can establish better coordination.

III. Television in Panama

Radio was the primary media surveyed by the team for use in rural development. Nonetheless, other media, such as television⁸ and general audio-visual materials, also were surveyed. This activity, however, received limited attention. The information gathered follows:

⁸ Television reaches approximately 1.5% of the viewers (1971), most of them in the principal cities of Panama. (Area Handbook for Panama, op. cit., p. 138).

A. Commercial Television Stations

Information on commercial television in Panama primarily came from the Ministry of Education and other government officials. In addition, a selection of television programs were monitored by team members from time to time throughout their stay in Panama.

There are two commercial television stations in the country. One is Channel 2 (TV Nacional), a national network with repeater stations throughout Panama. It was created in 1968 by the Chiari family* as a complement to their radio operation. The other station, Channel 4 (Circuito RPC), also is a national network with repeater stations, and has a radio component, Radio RPC. The station is owned by the Eleta family.

The types of programs presented on both networks include situation comedy shows, detective stories, feature-length films, etc. from the U.S. and Japan, (all dubbed into Spanish) and afternoon soap operas. The latter are imported from other Latin American countries (Mexico and Argentina). The core of domestically produced programs consisted of musical entertainment programs, (singers, and dancers, etc.), news and weather reports.

The government requires that both channels broadcast political, patriotic, and educational programs on a weekly basis. For example, on Sundays from 10 to 12 p.m., Channel 2 broadcasts a patriotic program entitled "Todo Por la Patria". Channel 4 transmits programs produced by the Office of Public Relations of the Panamanian National Guard. (Interview with Dionis Vega, of the Ministry of Education, Nov. 6, 1974).

* A prominent landowning family. Rodolfo Chiari was president of Panama from 1920-1924, and his son, Roberto, was president from 1960-1964.

Some team members who occasionally monitored a sample of television programs noted the following:

- a. There was an over-abundance of lengthy, repetitious commercials.
- b. Television reception was poor and sound was sometimes indistinguishable.
- c. The format of locally-produced programs generally was quite elementary from a production standpoint.
- d. Technical camera work lacked professionalism.

In addition to the aforementioned stations, there are two television stations in the Canal Zone which are run by the U.S. Armed Forces. These are Channel 8 near Panama City and Channel 10 in Colon. The same types of programs are broadcast in English with the addition of U.S. news commentary and sports programs; the image and sound were found superior to those received over the channels in Panama.

As of 1971, "there were an estimated 122,000 television receivers in the Republic, of which some 80,000 were in Panama City, 15,000 in Colon; 12,000 in Chiriqui; and 15,000 in the Central Provinces."⁹

B. Educational Television in Panama

Daily broadcasts of purely educational value were those of "Plaza Sesamo," (Sesame Street), transmitted on commercial Channel 4. The Mexican-produced series is designed for Latin American pre-school youngsters and was first aired in Panama in March 1973. Plaza Sesamo uses many of the Sesame Street techniques, including some of the puppets and animated cartoon films.

⁹ Area Handbook for Panama, op. cit., p. 170.

The setting, however, is a small Latin American plaza and the actors are all Latin Americans -- five Mexicans, an Argentine, and a Panamanian.¹⁰

As previously mentioned, the government requests time-slots from the two commercial television stations for programs of an educational nature. These programs are produced by Educational Radio and Television (ERT) a unit now under the Ministry of Education and the University of Panama. The ERT was created in the fall of 1971 at the University of Panama. It was first funded under the Ley del Seguro Educativo (Educational Insurance Law of 1970-71). This law provided national assistance to establish facilities dealing with educational radio, television, film, etc. In addition, ERT received a loan from the IFARHU* (Institute for the Training and Use of Human Resources). The ERT University of Panama group organized a CCTV system -- Channel 6. The system first started under the sponsorship of the Faculty of Odontology. The then rector of the University thought that the CCTV system could be utilized for the entire university, and his aspirations were to reach the whole country (int. with Dionis Vega, Nov. 6, 1974). For this reason, in 1972 the ERT university group signed an agreement with educational radio and television specialists from the Ministry of Education. Thus, the ERT University and Ministry groups became a unit. Currently, the ERT unit is significant because it related to all existing programs dealing with educational radio and television in Panama.

¹⁰ The Times of the Americas, Feb. 19, 1975, p. 8.

* Was founded in 1965 as a specialized organization to study the problems of human resources in Panama. On Dec. 11, 1974 the Panamanian press announced the official appointment of Prof. Diomedes Concepcion, provincial education coordinator of Veraguas, as the new director of this agency.

According to published reports in Panama,¹¹ various programs are broadcast by ERT: Introduction to the Physical and Natural Sciences; Today's Science; Health, First Aid, and Accident Prevention; Children with a Future; Getting to Know our Historical Heritage; and Through the Lands of the Isthmus of Panama. The series range from 13 to 25 lessons and last from 15 to 30 minutes each. The ERT programs are directed to housewives, children and workers in order for them to acquire factual and scientific information. The themes are designed to assist them in their daily lives, involve them in community activities, and teach them hygiene and the prevention of diseases and accidents. Special programs have been produced in conjunction with the Psycho-Pedagogical Department of the Ministry of Education. These programs were created to teach parents new notions about child development and child psychology. It is reported that the series -- "Children With a Future," received the highest viewing rate of all the ERT programs. This series has dealt with such topics as: conception, the fetus, pregnancy, painless child birth, the father's role in the child's life, and care of expectant mother, infant, and child. Specialized medical personnel appear in the programs. In addition, ERT has produced various series for the schools and teachers in such subject matters as geography and social studies.

Team members Manduley and Arnaud visited (Nov. 7, 1974) the ERT studios located at the University of Panama. The personnel appeared enthusiastic in their work despite the visible lack of physical space and technical equipment. The production and technical directors informed us that due to budget limitations they were obliged to "cannibalize"* mechanical parts. Even the student

¹¹ Matutino, Oct. 5, 1974, p. 7-A.

* That is, maintain the equipment in working condition by superseding the broken parts with spare ones taken from different models.

personnel improvised needed technical equipment by constructing it themselves. For this reason, the directors reported that they were restricted to producing the simplest types of programming. The production equipment -- cameras, lights, VTR's, controls, film and slide projectors, etc. were all known brands and appeared in good condition. Graphics are produced for them by the University of Panama's Art Department. Team members were also shown what seemed to be a rather complete film library. A list of all equipment, software produced, budget, and personnel was requested. However, despite their agreement to prepare us one, and repeated attempts on our part to procure one, the list was never received. Remarks made by committee members at the December 3rd meeting suggested that ERT was having difficulties in producing and broadcasting the programs previously mentioned.

IV. Utilization of General Audio-Visual Aids in Panama

Rural schools in Panama, as in most developing countries, are poorly equipped with audio-visual aids, textbooks, and teaching materials. When the team members visited the provinces of Colón and Veraguas, the lack of audio-visual aids in the classrooms was most evident. The only aids noticed were bulletin boards, some posters, maps, and blackboards. In Veraguas, a blackboard was present in a community meeting hut (bohío) where group discussions take place. Furthermore, Prof. Rudas (int. Nov. 25, 1974) informed the team that during his field visits he utilizes a tape-recorder for his radio rural program. Nevertheless, he added that he prefers not to use it as he finds the recordings to be less satisfactory to those produced in the studio. The director of Radio Hogar (int. Nov. 12, 1974) reported that agricultural extension agents in rural areas utilize "walkie-talkies" to communicate with each other. Lastly, the Department of Literacy and Adult Education of the Ministry of Education employs posters and photographic material for their work in the rural areas. Also, training films are utilized for in-service teacher workshops (int. Nov. 8, 1974).

A. The Audio-Visual Center in Panama City

The Audio-Visual Center at the University of Panama was created to coordinate audio-visual resources and offer advice on media utilization to the university faculty and students. Its other functions are to prepare all types of slides, transparencies, flannel boards, and other audio-visual materials. In addition, it offers utilization workshops for its equipment to professors requiring such training. In a visit by team members (Manduley and Arnaud, Nov. 7, 1974) we were received by the Center's director, Prof. Edwin Molina. The director, a specialist in audio-visual communication and educational technology, has studied this field for some time in Sao Paulo, Brazil. Team members toured the Center and found it to be adequately supplied with tape-recorders; film, slide, over-head and opaque projectors; record-players; screens; films and filmstrips, etc. In general, equipment was found to be of good quality and well-maintained. (We were informed that AID provided funds with which some of the audio-visual materials were purchased for the Center). Prof. Molina reported that RTAC, USAID and the Ministry of Education collaborated in the creation of an Educational Film Library Service (Filmoteca Project)*. This Film Service is housed at the Audio-Visual Center.

B. Textbooks, Didactic Materials and Educational Printing Presses

Team members Manduley and Penna-Firme visited (Nov. 8, 1974) the Ministry of Education's Department of Textbooks and Didactic Materials. The department maintains some coordination with Panamanian authors through

* For additional information on this project, please contact Mr. Cruz Gonzalez, AID Panama (education office).

the nation's editorial houses. The Department has made agreements with book companies such as McGraw Hill to publish their books in subsidiary companies in Singapore. They have made other publishing agreements with RTAC, ODECA, Spain and Colombia.

Much of the department's textbooks, materials, posters, etc., are produced at the Ministry of Education's printing press workshop. The latter is located at the Arts and Crafts School (Escuela Artes y Oficios). The department also makes use of a sizeable mimeograph center located at the Ministry's headquarters. The distribution of books and other didactic materials is undertaken as follows: (a) The books are first sent to the MOE Printing Press; (b) from the press they are sent to the Banco de Libros (Book Bank); and (c) From the book bank they are sent to the department's coordinators in the 9 provinces and in the San Blas territory.

The personnel appear to be competent in their work. The department's goal to augment production of its textbooks and teaching materials has been hindered by the high cost of paper and the lack of human and financial resources. We were informed by the department's directors that in Panama province, 300 schools are supplied with textbooks and all kinds of teaching material. The directors stated that "books are distributed to all public schools throughout the country" (Nov. 7, 1974). They also informed us that rural teachers have given seminars, orientation, and training workshops to up-date them in such new subject areas as the new math. They added that rural school teachers face the problem of having to work

simultaneously with several grades. Furthermore, they reported that because teachers receive so little orientation, it does not make sense to provide them with all kinds of supportive teaching material. Team members were supplied with lists of the department's textbook collection for primary and secondary schools. We were given a wide variety of book samples and other materials, including posters and photographs for our perusal. In general, the samples were of good quality. The covers and pages were attractive, and the content appeared to relate to the curriculum level. We were unable to validate the claim that materials were widely distributed and used in the rural areas of the country.

Another visit undertaken by team members (Genduley and Arnaud) was to the University of Panama Printing Press. This Press has the following departments: administrative, printing, composition, assembling, photo layout, bookbinding, mimeograph, and collating. Its personnel consists of 36 employees whose salaries range from \$100 to \$350 per month (the latter is the director's salary). The employees appeared enthusiastic in their work despite the conditions in various sections. The working conditions did not appear conducive to effective production of printed materials. There was a lack of physical space and needed equipment, such as a collating machine. Pages were placed on a long table with groups of 6 to 8 women rotating around it and collating the pages manually. On the whole, personnel seemed over-worked, and there was poor lighting and insufficient ventilation. The machinery and other equipment in several sections needed maintenance. Some of it appeared quite antiquated even though it was purchased only 5 years ago.

The current budget (1974) was reported to be \$141,712.00.¹² This includes personnel services (fixed salaries and over-time) \$71,480.00; non-personnel services (rent, maintenance and repairs) \$16,084.00; general expenditures (materials, supplies, machinery and other equipment) \$47,900.00; and transfers (contributions to social insurance, etc.) \$6,248.00.

The shortage of personnel, funds, conditions of machinery and equipment and work surplus are such that it would seem difficult to utilize the University Printing Press for any proposed project within the near future.

V. Print and Film Mass Media in Panama.

There are several daily newspapers¹³ in Panama City. Among the most known are La Estrella de Panama and Matutino. Their contents consist of domestic and foreign news, fashion and society items, personal announcements, sports, travel, and classified sections.

Movies are another popular form of communication media. Movie theaters are more commonly found in the cities than in the rural areas. There are approximately 60 theaters in the country which show 35mm. films. Most of these theaters are located in Panama City and Colon.¹⁴

The subject of mass communications appears to be of increasing interest in Panama. During the mission's stay in the country, team members learned

¹² Universidad de Panama, Direccion de Planificacion Universitaria, Ante Proyecto de Presupuesto--Vigencia Fiscal 1975, Panama City, p. 1.

¹³ "Domestic periodicals play a minor role as information media." (Area Handbook for Panama, op. cit., p. 168.)

¹⁴ Ibid p. 169

that a mass communication seminar would be held from November 11 - 15, 1974, at the University of Panama. It was organized by several university departments--the Center of Public Communications, Institute of Criminology, Department of Sociology and the Federation of Journalism Students. The main objective of the seminar was to analyze the problems posed by the development of the communications media in Panamanian society. Ms. Marcela Marquez de Villalobo, one of the seminar's organizers from the Institute of Criminology, informed Manduley that she would send an overview of the seminar's activities and results. Unfortunately, it was never received. The seminar covered such topics as: cultural domination in Latin America, mass communication media and social structure and ideology, demonstration effect of the Canal Zone and content analysis of the Archie comic strips, violence and aggressiveness in the Panamanian TV programs, and analysis of mass communication media in Panama--liberating perspectives. Mr. Arnaud, who attended some of the week-long activities, did not find them useful, and said that there was a lack of organization and audience feedback.

VI. Sources of Information

Radio and Related Broadcast Personnel Contacted by AID/AED Team Members
in Panama (November/December 1974)

Danile Caballero, director, RADIO LIBERTAD, Panama City.
Guillermo Sevillano, assistant to the director, RL
Ing. Ariel San Martin, technical specialist, RL
Adan Castillo, programming specialist, RL

Lda. Griselda Lopez, director, Educational Radio and Television
(ERT) Panama.
Alejandro Carrasco, technical director, ERT
Julio Barba, production director, ERT

Rev. Rosendo Torres, director, RADIO HOGAR, Panama City.
Arturo Rivera Escobar, chief of programming, RH
Carmen Rivera Escobar, chief of administration, RH

Ricardo Lay, director, RADIO VIDA, Panama City.
Alicia Lay, RV (& AED Panama)

Dionis Vega, chief, National Commission of Educational Technology
and director of Community Education (Ministry of
Education).

Lic. Sanchez Galan, in charge of telecommunication activities,
Ministry of Government and Justice.

Francisco Bernal, director, RADIO URFACA, Santiago, Veraguas.
Victor Rodriguez, assistant director, RU

Manuel Jimenez, director, RADIO VERAGUAS, Santiago, Veraguas.
Luis Batista, director of CEPAS working in conjunction with RV
Prof. Alfonso Rudas, agronomist and producer, writer and broad-
caster of a RV program entitled "Por mi
Tierra" aimed at the rural villager.
Prof. Manuel Alvarez, ham radio operator (HPGMA), retired
education inspector.

H.A. Santacoloma, proprietor, RADIO ONDAS CENTRALES, Santiago,
Veraguas.

Other Communication Personnel Contacted by Team Members

Antonio Espino, director, Dept. of Textbooks and Didactic Materials, (MOE).
Augusto Chanis, assistant director, Dept. of Textbooks and Didactic Materials.
Sandra Bruggiatti, admin. director, Educational Radio and Television, Panama.
Prof. Edwin Molina, director, Audio-Visual Center, Univ. of Panama.
Marcela Marquez de Villalobo, Institute of Criminology, Univ. of Panama.
Braulio Arosemena, director, Univ. of Panama Printing Press.
Jesus Garcia, chief, printing workshop Univ. of Panama Printing Press.
Ing. Luis Banfield, National Institute of Telecommunications.
Ing. Julio Berrocal, Institute of Hydraulic Resources and Electrification.

VII. LIST OF PANAMA'S BROADCASTING STATIONS BY FREQUENCY (AM)

Identif.	Freq. (KHz)	Name	Province	Power
	540	Radio Mia (repeater)	Chiriquí	
	550	Radio Aeropuerto	Panamá	
	560	Circuito R.P.C. (repeater)	Colón	
	570			
	580	RPC (repeater)	Chiriquí	
	590	RPC (repeater)	Herrera	
	600			
HOHM	610	Circuito RPC	Panamá	10
	620			
	630			
	640	CPR	Colón	
	650	Radio Mia	Panamá	
	660	RPC (repeater)	Bocas del Toro	
	670	Radio Hogar	Panamá	
	680	Radio Centenario	Chiriquí	
	690	Radio Veraguas	Veraguas	
	700	Radio Revolución	Panamá	
	710	Radio Ondas del Caribe	Bocas del Toro	
HOB50	720	Radio República	Herrera	10
	730	Radio Exitosa	Panamá	
	740			
	750			
	760	La Voz del Istmo	Panamá	
	770	Radio Libertad (repeater)	Los Santos	
	780	Radio Chiriquí	Chiriquí	
	790			
	800	Radio Exito	Panamá	
	810	Radio Community	Panamá	
	820			
	830	Radio Peninsula	Los Santos	
	840	Radio Libertad	Panamá	10
	850			
	860	Radio Reforma	Herrera	
	870	Radio Musical	Panamá	
	880	La Fabulosa de Colón	Colón	
	890	Radio Libertad (repeater)	Chiriquí	
	900	La Voz del Pueblo	Panamá	
	910	Radio Urraca	Veraguas	
	920	Radio Mia (repeater)	Los Santos	
	930	La Voz del Vigia	Coclé	
	940	Radio TV 2	Panamá	
	950	Radio Universal	Chiriquí	
	960	Onda Popular	Panamá	
	970	Ondas Centrales	Veraguas	
	980	Radio Mia (repeater)	Chiriquí	
	990	Radio Impacto	Panamá	

Identif.	Freq.	Name	Province	Power (KW)
	1000		Panamá	
	1010	Radio Reloj	Colón	*La Voz del Barú (Chiriquí)
	1020	Onda Popular (repeater)	Panamá	
	1030	Radio Unión	Los Santos	
	1045	Ondas del Canajagua		
	1050		Panamá	
	1060	Radio Titania	Coclé	
	1070	Radio Poderosa	Panamá	
	1080	Radio Tic Tac	Colón	
	1090	Radio Libertad (repeater)		
	1100			
	1110		Panamá	
	1120	Radio K W Continente		
	1130	Radio Provincias	Panamá	
	1140	Radio Juvenil	Colón	
	1150	Radio Mia (repeater)	Chiriquí	
	1160	Ondas Chiricanas		
	1170			
	1180			
	1190			
	1200		Panamá	
	1210	Radio Diez		
	1220			
	1230		Chiriquí	
	1240	Radio Centro	Panamá	
	1250	Radio B.B.		
	1260		Panamá	
	1270	Radio Femenina		
	1280		Panamá	
	1290	Radio Guadalupe		
	1300		Colón	
	1310	La Voz de Colón		
	1320		Panamá	
	1330	Radio Canal 13	Chiriquí	
	1340	Radio Cristal		
	1350			
	1360			
	1370		Panamá	
	1380	La Voz de Panamá	Colón	
	1390	Radio Atlántico		
	1400		Panamá	
	1410	Super Radio		
	1420			
	1430			
	1440			
	1450		Bocas del Toro	
	1460	La Voz del Almirante		
	1470			
	1480			
	1490			
	1500		Panamá	
	1510	Radio X La Panameña		
	1520			

Identif.	Freq.	Name	Province	Power (KW)
	1530			
	1540	Radio TNT	Panamá	
	1550			
	1560			
	1570	Radio 11	Colón	
	1580			
	1590			
	1600			
	1610			
	1620			

LIST OF PANAMA'S BROADCASTING STATIONS BY FREQUENCY (FM)

Freq. (MHz)	Name	Province	Power (KW)
101.1	Sonorama Stereo	Panamá	
103.9	Radio TNT	"	
105.1	Radio Vida	"	
106.7	Stereo Panamá	"	
107.9	Radio Melodia	"	

Cadena Radio Libertad

Estación principal: Radio Libertad, situada en la ciudad de Panamá;
trabaja en 840 KHz con 10 KW de salida

Repetidoras: 770KHz en Los Santos.

890 KHz en Chiriquí

1090KHz en Colón

Cadena Radio Mia

Estación principal: Radio Mia, situada en la ciudad de Panamá;
trabaja en 650 KHz, 10 KW

Repetidoras: 540 KHz en Chiriquí

920 KHz en Los Santos

980 KHz en Chiriquí

1150 KHz en Colón

Cadena RPC

Estación principal: Circuito RPC., en la ciudad de Panamá
trabaja en 610 KHz, 10 KW

Repetidoras: 560 KHz en Colón

580 KHz, en Chiriquí

590 KHz en Herrera

660 KHz en Bocas del Toro

SECTION IV

Characteristics and Needs of the Rural Areas in Panama

This section of the report outlines the limited information the Team was able to gather under the direct responsibility of Thereza Penna Firme, the team member charged with preparing a dossier on existing rural conditions in Panama. Further in-depth study of the information so far collected on the rural areas in general and the specific region of the country where the MOE and U.S.AID Mission have interest in developing the use of radio needs to be undertaken. The information which follows merely represents a first step in this direction.

According to the documentation* made available to the Team, Panama has a population of approximately 1.6 million inhabitants (estimated population 1,628 millions), which in the last decade has increased at the annual rate of 3.06%. Approximately 52.4% of the population live in the rural areas.

A concerted attack on the extreme poverty of the marginal rural and urban population in Panama has been pointed out by U.S.AID/Panama as the most critical and urgent objective of the country's government. The Team was told that the Ministry of Planning and Economic Policy has outlined the target areas where poverty has posed the greatest challenge. These are as follows:

A. Rural Poor

1. Nutrition
2. Health and education
3. Organization of production (Asentamientos, cooperativas, and individual farmers.)

* See bibliography in the Appendix of the report.

4. Farm management training
5. Rural schools
6. Regional growth poles

B. Urban Poor

1. Housing
2. Employment
3. Reducing cost of living
4. Promoting small business
5. Price regulation
6. Labor policy
7. Nutrition
8. Vocational education

Substantial migration from rural to urban areas, especially in Panama City, also has been cited by U.S.AID/Panama, with indications that there is a larger flow of female than male migrants. In addition, most of the migrants are small farmers, who with their families, go to the cities in search of a better life. Other small farmers migrate to new agricultural areas seeking more and better land.

Although Panama's educational results have been positive in relation to other Latin American countries (reported figures of 82% literacy rate and 96% of primary-age children enrolled), inefficiencies in administration, inequalities of opportunity for rural poor, and the lack of relevance in the education program to meet the country's manpower needs have been cited by the MOE and U.S. AID/Panama.

Due to the dispersion of population in the rural areas, few schools offer the full array of grade level and subject matter outlined in the official MOE Curriculum. In some areas with small populations there are schools with so few teachers that these teachers simultaneously have to teach two or three grades.

Furthermore, these teachers do not feel fully prepared to attend to the needs of the rural community.

The population dispersion problem is further aggravated by the lack of communication channels. Poverty, social isolation, illiteracy, deficient nutrition, poor education and cultural immobility all afflict the life of inhabitants in rural Panama. The Province of Veraguas which was visited by the Team highlights these various conditions.

Veraguas

Eight of the 27 poorest districts of Panama are located in the Province of Veraguas. Such districts are mainly characterized by:

- high unemployment
- mostly agricultural areas
- high percent of indian populations
- low population density
- high birth, death, and infant mortality rates
- high percent of the population between zero and four
- high level of illiteracy, scarce primary education and minimal secondary education.

These critical problems also affect the rural areas in the country as a whole. Thus, Veraguas is quite typical in those respects related to rural development and the possible use of radio. This "feasibility study for the use of a radio network system to help rural nonformal education," therefore, has focused its attention on Veraguas as an example of the type of target area and audience in Panama that could profit from such a program.

The province of Veraguas, third in the country in territorial ex-

tension (11,226 Km²), represents 14.6% of the national territory. It has boundaries with the Atlantic Ocean (north), the Pacific Ocean (south), the provinces of Colon, Cocolé, Herrera and Los Santos (east) and the Provinces of Bocas del Toro, Chiriquí and the Pacific Ocean (west) - (see map). The climate varies: it is humid and very hot on the Pacific coast; generally rainy on the Atlantic coast; and cool in the mountainous district of Santa Fe and surroundings.

One of the most typical characteristics of Veraguas is its irregular terrain. The largest part of the land in the province of Veraguas (80%) is below 700 ms. above sea level. The irregularity of the terrain hampers the utilization of agricultural machinery. Plain land represents only 5 to 10% in Veraguas. On the other hand, the low and plain lands which might be adequate farm land have been deteriorated by "quemadas" (burning). The highland area is inaccessible and with too small a population for effective farming.

The census of 1970 indicates that Veraguas had a population of 151,849 inhabitants - the third highest in the country. The population density is only 13.7%, which places Veraguas among the provinces with the highest dispersion of population. A small part of the population (2.5%) lives in indian communities which are distributed throughout the elevated areas of the districts of Cañazas, Las Palmas and Santa Fe. Veraguas is the only central province that has an Indian population, which is mainly constituted by the Guaymies.

Only 32.6% of the population is economically active (not including

the Indians). While the illiteracy level is relatively low for the nation in general (18%) in Veraguas it is 44%--the highest in the nation. The province of Veraguas is essentially rural; it has the highest number of local communities (2,438) but these are exceedingly small, 90% of them having less than 100 inhabitants each.

The majority of the Veraguas population (81.9%) depends on the agricultural activity for their subsistence. The planting and harvesting of rice is the principal agricultural activity of the province. Other types of agricultural activity involve the growing of corn, beans, coffee, tomatoes, guandu, yucca and namé.

Approximately 40% of the land under cultivation is used for natural and artificial pasture; cattle, pigs, chickens, ducks, and turkeys are important resources in Veraguas. The existing natural resources, however, are insufficiently utilized.

The "campesino Veraguense" is confronted by critical problems which merit special attention:

- ineffective utilization of the scarce existing land
- the existing structure of land ownership and tenure
- inadequate agricultural techniques
- lack of an efficient market system
- incompetence on the part of the campesino to handle
 - financial resources
- untrained farmers

agricultural exploitation too small

poor access to public services

Health is another target in the government's battle against poverty. The organizational and functional integration of the government sectors of health including autonomous and semi-autonomous institutions allows for the full utilization of resources under a joint health program between the Ministry of Health and Panamanian Social Security.

A recent diagnostic study of Veraguas' health conditions has pointed out the necessity to conduct major programs related to those basic life conditions which affect individual and social health: nutrition, hygiene, water, vaccination, housing, dental care, and medical treatment.

In Veraguas unbalanced diet practices common to rural inhabitants of Panama were apparent: 60% of pre-schoolers suffer some degree of insufficient nutrition and 50% of those youngsters between five and twelve must be judged malnourished.

The treatment of such a major problem cannot be accomplished without a joint effort among Health, Education and Agriculture personnel. The integration of development services in Veraguas would greatly benefit the entire province, which is so much affected by population dispersion and rudimentary agricultural techniques.

Veraguas also has been afflicted by a high rate of infant mortality-- 40.7 per 1,000 live births. The death of children below age five constitutes 40% of

general mortality; more than 75% of mortality is determined by diseases which can be treated or ameliorated. Seven out of the first ten causes of death could be totally or partially prevented with appropriate prenatal and delivery care. There is a high incidence of cases of tuberculosis and parasites (malaria has largely been eradicated). As in other rural areas, there are insufficient medical services and generally poor hygienic conditions of living. Also, there is potable water available to only 35% of the rural population. National statistics have indicated that in the last ten years, some form of intestinal (enteric) disease has occupied the top five places among the main causes of death in the country.

Connected to the health program is the effort to improve housing, not only physically but socially. Overall, Veraguas has poor housing conditions. It is below the national level and well below the other central provinces. Veraguas also is characterized by a scarcity of transportation and poor communication services which further perpetuate the isolation in which the campesino is born, lives and dies. A solid communication program would go a long way in building up the infrastructure of the rural areas of Veraguas.

Such a program would have to have a broad-base appeal and involve various social agencies. It would have to include the organization of medical services as well as the supply of sanitary equipment for the houses and some sort of educational program. It would be equally important to assist pregnant women in the Health Center as well as in their home environment on food preparation, child care, housework, small crafts, etc.

Literacy is another problem area where communication media would be useful. The high proportion of illiterates in the provinces of Darien (47.3%), Veraguas (44.0%) and Bocas del Toro (40.4%) is attributed to the low population density and the difficulty of providing educational services to a dispersed population.

Overaged admissions to elementary school (1st grade) are expected to decline progressively, and overaged first graders will be limited to a small proportion of repeaters. An out-of-school educational system, including education by radio, could also contribute to the solution of the problem of overaged admission by making available alternative educational opportunities.

Either as a consequence of poverty or the educational system itself, Veraguas statistics show the signs of educational wastage: 16.1% complete 6th grade, 1.3% secondary, and 0.1% university. Here again communication media might possibly play a role in helping to solve this wastage.

The out-of-school population totals 49.6% of the 7-15 age group; of the 7 to 15-year old out-of-school population, 37.1% have not completed some primary grade, and 0.08% have completed some secondary grade.

Such figures place Veraguas as the lowest ranked user of services afforded by the educational system. Veraguas also has been affected by lack of teachers and a reduction in the national education budget. Efforts to raise the educational level of the province, by and large, have been left to the initiative of the local communities.

Existing Rural Development Programs in Veraguas

In Veraguas Province the Government of Panama has supported several activities aimed at increasing agricultural production: (1) through a loan from the World Bank, the Banco Nacional de Panama is extending reasonable credit to cattle farmers; (2) through the Inter-American Development Bank, the Banco de Desarrollo Agropecuario is lending money to small and medium-sized farm operators and to Production Cooperatives; (3) through MIDA (The Ministry for Agricultural Development), over 3,000 groups and individuals in Veraguas have received technical assistance kits related to rice, corn and bean production; (4) through UNICEF over 60 schools have started community gardens whose produce is made available to the children.

In education, there is a series of relevant activities, including: (1) a UNICEF program to improve rural schools' curriculum by relating the study of agricultural practices to health and nutrition need of the community; (2) an AID loan program which supports Huertas Comunes (Community Gardens) which can produce foods necessary to improve the nutrition of rural people; (3) an AID-supported integrated rural education program in the Río de Jesus area, which includes the operation of an experimental Escuela Básica (Basic Cycle School) and the support of post elementary children in the production of agricultural goods for consumption and sale; (4) an adult education program aimed at literacy training but sensitive to general educational needs of adults; (5) an OAS activity involving a small radio component for adult education; and (6) the establishment of a Regional Center of the University of Panama in Santiago, which according to its charter, will be dedicated to the development of the region.

In the field of health, the Ministry of Health has established a series of Centros and Sub-Centros de Salud Comunal (12-15 in number) which can offer the following services: (1) give immunizations, (2) conduct health education activities, (3) provide maternal-infant care, (4) distribute some medicines for adults, (5) conduct some family planning activities and (6) stimulate sanitary improvements. Each Centro would only require part-time attendance by a doctor, but would have a nurse or para-medical technician. There also is a program for the construction of aqueducts and wells for centers of population with 50 to 100 inhabitants.

There is an on-going program for the training of doctors, nurses and medical technicians, but Veraguas suffers greatly in its failure to attract and keep this kind of trained manpower needed in the rural area. There is an experimental program in Veraguas which will put a mobile unit into the field, while permitting the personnel to live in the provincial capital, Santiago.

AID and the Ministry of Health are pleased with the beginnings of a program of Community Gardens. In Veraguas there are now some thirteen gardens which vary from acceptable to excellent; those gardens are expected to help educate rural people to eat nourishing foods which they themselves can produce. The Community Garden movement is expected to influence health and nutritional practices throughout the country.

It is against this backdrop of rural characteristics, needs and development programs, that the tentative proposal for the utilization

of radio is drawn. The following section of this report discusses the alternatives.

Veraguas represents all the problems and promises for change to be found in almost any rural area of Panama and for this reason, it is logical to suggest the use of radio in a rural development program which could stimulate, support and enhance the overall development of the region.

SECTION V

Options For The Use of Educational Radio in Panama

Despite the truncated nature of the Feasibility Team's efforts in Panama and the enormous constraint of time, the Team developed four options for the use of radio in education in Panama, which were to be reviewed by an Advisory Committee from MOE and from which one would be chosen for full feasibility study. These options represented the Team's best estimate of the frameworks within which the Ministry of Education was thinking and within which AID had committed itself to offer assistance. The options were presented in writing and orally to the Advisory Committee in a completely open climate. The Team did not express any preference for any option. These options follow:

Option I: Rural Radio Programming through an Inductive Process

This option represents the Team's thinking based on prior experience with low-cost, low-key radio programming in rural areas. It requires no new broadcast facilities and an absolute minimum of new programming facilities. It draws heavily on the capacity of the audience to furnish the major part of the programming for themselves and on the capability of existing rural change agents to encourage and to induce effective radio programming relevant to the development activities of the rural region. This project does not merely use local interests as a motivation for audiences to listen to radio programs, it makes those interests and the people who have them the content and personnel of that program.

1. Audience

Rural Population of the Country

a. adults, adolescents in rural areas

- b. community co-ordinating leaders
- c. social cooperatives
- d. other special interest groups

2. Goals/objectives

To produce programs that are:

- a. useful to rural inhabitants
- b. understood by them
- c. educational
- d. serve as a basis for a discussion and change

3. Conditions

- a. it is necessary to take into account the working area
 - 1. the needs of the town
 - 2. the attitudes toward the developments
 - 3. the way in which the population presently exists
- b. it is necessary to make use of the skills that the people already have
- c. it is necessary to use local radio announcers for the success of the program

The steps in the development of this option are as follows:

- a. Train local development agents of the Ministries of Health, Agriculture and Adult Education, the Asentamientos, Cooperatives, etc., in the use of tape recorders and in the conduct of interviews with rural people.
- b. Provide tape recorders and other necessary equipment to these trainees in order to produce radio programs based on the life and problems of the rural area.
- c. Take ideas generated from the continuous programming of Steps a. and b. as the basis for centralized programming which will reflect a sound analysis of local problems and an understanding of the government's

development program.

- d. Broadcast through existing radio capabilities.
- e. Repeat this process in other rural zones.
- f. Collaborate on an inter-regional basis through further interprovincial training, a core of centralized programs and an interchange of local programs which might elicit comparisons and similarities of problems and solutions.

A detailed budget shows a total of \$222,000 for an eighteen-month program in one rural zone, and a total of \$535,000 to branch out into three other zones in the ensuing two years for a grand total of \$757,000.

Costs

Phase I (18 months)

1. Equipment:

A. Central Production Service		
Offset Printing		
Studio/Recording Facility		
Photography Equipment		
Permanent Installation		50,000
B. Local Production		
100 Portable Tape Cassettes	4,000	
2000 Audio Cassette Tapes	2,000	
Equipment/Tape	5,000	
2 Vehicles	<u>10,000</u>	21,000

2. Programs:

 Training

- initial personnel	5,000	
- co-workers (extension field helpers)	3,000	8,000

 Salaries

- Director	15,000	
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- Personnel Assistants (2)	18,000	
- Foreign Technical Assistance	75,000	
- In-Country Travel	15,000	
- International Travel	6,000	
- Communication	5,000	
- Instructional Materials	10,000	
- Office Space	<u>5,000</u>	<u>143,000</u>
Phase II (24 months)		Total <u>222,000</u>
1. Equipment for three centers		150,000
Local Production		60,000
2. Programming and Production		<u>325,000</u>
		Total <u>535,000</u>
		Grand Total <u>\$757,000</u>

Option II: RRRP--A Rural Radio Network in Panama

This option describes a network of radio stations and transmitters with headquarters in Santiago de Veraguas, principal transmitter in Santiago and three repeaters located in David, Colon and Darien. Administration, central programming and coordination are located in Santiago.

The programs of RRRP could be received by all the rural population of Panama, fulfilling their needs for information, news, entertainment, inter-communication, and helping them to learn skills and the knowledge relevant for their necessities and contributing to their own development of self-esteem, self-worth, and to their participation in the development of that region and of the country. The broadcasting program would be coordinated with various development activities of rural regions and would involve agriculture, health, family life, nutrition, and diet in the general life of rural inhabitants. At the same time it would help to

increase the rural inhabitant's identity with area problems and how they relate to national activities. The programs would in no way diminish the inhabitants' identification with rural life at both the provincial and regional level.

The RRRP would be responsible for the creation, development, production, and dissemination of relevant programs which are significant to the characteristics and needs of the rural zones of the country and for the development by trained personnel of outlines and production of the program. It has the physical capability to disseminate these programs from its national headquarters using repeaters when it is necessary and permitting the development and dissemination of regional programs according to a flexible schedule. It also has the ability to respond to the desired initiatives of the rural people and incorporated them in the program. Finally, it has the capability and the desire to evaluate it with relation to its impact and contribution to the rural zone.

The budget for this option is divided into two sectors. The first sector reflects an installation cost of \$5,250,000 for the central facilities and repeater stations. That figure includes not only the transmission requirements but the programming requirements as well. The second sector includes personnel, equipment, maintenance and materials required for the continued operation of the system. The annual costs are estimated at \$670,000.

The RRRP would require a budget of installation, maintenance and operation as follows:

Initial Costs:

Installation:	2,000,000
Headquarters:	

Repeater Stations: physical and electronic plants (3 each at a value of 1,000,000)	3,000,000
Technical assistance and training of personnel	<u>250,000</u>
Total	<u>\$5,250,000</u>

Annual Costs:

Maintenance: (Equipment, materials, and personnel)	
Electronic	80,000
4 sites	
Physical	40,000
4 sites	
Operation:	
Physical, transportation, materials	150,000
4 sites	
Personnel: (Headquarters and 3 sites)	350,000
Programming, announcers, on air talent and administration, evaluation and Public Relations	
Technical Assistance and Training:	<u>150,000</u>
Total	<u><u>\$670,000</u></u>

Option III: A Program Center for Educational Radio and TV (Center for Programming of Radio and Television, CPRT).

The Program Center for Educational Radio and Television of the Ministry of Education has its headquarters in the City of Panama.

The principal role of the CPRT would be the development of content and programming material for radio and television broadcasts. The CPRT would not transmit programs itself, but rather would supply programs to stations who in turn would air the programs on a stipulated schedule.

The CPRT would serve as an enrichment to the school and provide general education to an out-of-school audience. This audience includes Panamanians of both sexes and of all ages in urban and rural areas of the country. It would reach students in all grade levels, including university level and those students

with physical handicaps that prevent them from attending school; teachers of primary, secondary, vocational and technical schools; university professors and educational supervisors from the entire country; monitors; field support personnel; adult educational program experts; and agriculture extension workers; cooperatives and health education personnel; factory workers; housewives; etc.

Programming:

- A. RADIO -- programs for the grade schools and universities, in-service and pre-service training of education personnel, and training of other field extension workers with the technical assistance of MIDA and the Ministry of Health and Education. Programs would be produced to reach the rural and urban population in the respective special areas of the aforementioned organizations.
- B. TELEVISION -- programs would be produced on video tape designed for an urban population in the cities of the country, (in areas similar to those mentioned under point "A"). Likewise, selected stories and plays would be aired "live" in cooperation with the network of television stations.

Personnel

The personnel of the CPRT would consist of those with administrative, curriculum, evaluation, technical and production experience in radio and television programming. Other personnel would include individuals in charge of public relations activities and a business management accounts section plus secretarial and clerical support staff.

Personnel Training

Personnel development would include the training or improvement of personnel in their areas of specialization via seminars, courses, workshops or conferences. This would be done locally, regionally or outside of the country. Scholarships and participant training resources would be obtained from different national and international organizations.

Costs:

This Center calls for a new facility, training of personnel, support of that highly trained personnel, equipment maintenance and continuing costs of radio and TV production. Once again the budget is presented in two parts; the first part calls for \$900,000 in installation costs for the new facility, and the second part calls for \$975,000 in annual costs of maintenance, personnel, equipment and materials:

1. Installation

Electronic Plant	500,000
Physical Plant	250,000
Technical Assistance and Personnel Training	150,000
Total	<u>900,000</u>

2. Annual

Electronic Plant Maintenance	50,000
Physical Plant Maintenance	25,000
Personnel (Program production, announcers and graphics)	500,000
Technical Assistance and Training of Personnel	150,000
Materials (Production, distribution)	250,000
Total	<u>975,000</u>
Grand Total	<u>\$1,875,000</u>

Option IV: A Panamanian National Education Radio System (Radio Education Panamanian - REP).

The REP is a Panamanian National system of educational radio situated in the City of Panama whose objective should be to assure that every Panamanian obtains and puts into practice information relevant to his own integral and permanent educational development as well as the development of the society.

The messages of the REP would be directed to all the Panamanian population that needs training, instruction or help for educational improvement, including children, young people and adults of both sexes, pertaining or not to the formal educational system or to the occupational work force, inhabitants of rural or urban zones of the Republic.

The REP would develop programs based on concrete objectives related to the specific needs of each type of audience, that focus:

- a) on the formal educational system - information complementary to the curriculum at all levels and in pedagogical, artistic, cultural, vocational, recreational, nutritional, agricultural, health aspects, etc.
- b) outside the educational system, whether in the labor field or for a marginal population - literacy and basic education for adults and information related to practices in agriculture, health care, hygiene, organization and utilization of communal services, nutrition, family education, family life orientation, child care and psychological orientation for children and adolescents, moral, social and civic information, occupational information for juvenile delinquency

centers and jails, hospital recreation, cultural enrichment, national and international news, messages, etc.

The programs would be aired over a period of 12 to 24 hours, daily in weekly schedules according to the type of urban or rural audience: student, family, laborer, marginal. The broadcast of these programs would be undertaken according to one of the following alternatives:

- A. The broadcasting station from the City of Panama connects with regional relay stations throughout the Republic as a parallel system to Radio Libertad. This form of radio broadcasting covers one program that is totally dedicated to education and involves the establishment of the central broadcasting stations and of the regional relay stations.
- B. The central broadcasting from the City of Panama connecting with the relay stations of Radio Libertad throughout the Republic. This form of broadcasting would rely on the vital link already provided by the regional relay stations, because these relay stations are already serving the central broadcasting stations of Radio Libertad.

In both alternatives programs of national interest would be transmitted from the central broadcasting station and picked up by the regional relay stations. Programs of regional interest would be transmitted regionally using audio cassettes sent by the central broadcasting station; taped programs by direct line could also be sent to the Central station, or programs produced by the regional relay stations could be aired.

Two budget alternatives are presented. The first responds to the requirements of a system paralleling Radio Libertad with its central transmitter in Panama and at least three repeaters in the countryside plus a new facility for programming and production. Installation costs are estimated at \$6,000,000 for transmitting facilities and \$825,000 for programming facilities. Annual costs are estimated at \$500,000 for transmission activities and from \$825,000 to \$1,500,000 for programming and production costs. The second budget estimate is for the installation of one central transmitter located in Panama City, that is, \$2,000,000, and \$825,000 for program facilities. In addition, annual operating costs are estimated between \$1,325,000 and \$2,000,000.

ALTERNATIVE A (A Parallel System)

\$6,000,000 plus \$500,000 per year to operate the service plus the installation and extended service of CPRT, or \$825,000 for installation and \$825,000 thereafter.

\$1,500,000 per operating year, with a total of \$6,825,000 for installation and \$1,325,000 to \$2,000,000 per year for operation.

ALTERNATIVE B (A Central Station with Headquarters in Panama)

Installation costs of \$2,000,000 for the station and \$825,000 for CPRT, with a total of \$2,825,000 for installation. The operating costs would vary between \$1,325,000 to \$2,000,000 per year, as in Alternative A, using the facilities of Radio Libertad's repeater stations for the transmission of the programs.

The foregoing options, presented to ATD and to the Ministry of Education,

represent the best thinking of the Team based on the very preliminary data gathered on two field trips of short duration and a great deal of secondary evidence culled from the reports and analyses of AID and the various ministries.

It cannot be emphasized too strongly that these options were presented to the Ministry primarily for purposes of stimulating a choice which would focus the feasibility study in one geographic area and which would determine at what level the government of Panama wanted to entertain support of radio programming and transmission. No choices were made, which is to say that no feasibility study was accomplished. The options remain highly tentative sketches of possibilities for considering the feasibility of radio usage in connection with rural development. They remain to be examined carefully and supported with background data from the field once a feasibility study is taken to its logical completion.

The Tentative Project Design which follows should be regarded in the same way. It is the product of the experience, intelligence and guesses of the Team, plus the sketchiest kind of data gathered during the same short field trips described above. It is suggested primarily in response to the AID/Panama wish to suggest a level of support for a specific activity in a specific geographic region. The AID Mission remained constant in its willingness to offer support to the government of Panama at a level of funding of approximately one million dollars over a three year period. That support could be attached to the kind of program which is described herein. There is no intention to imply that the tentative program is feasible. In fact, the whole point of the Report is to make it clear that a feasibility study should be undertaken to determine the feasibility of that regional programming approach. If the government of Panama were

to opt for a centralized educational radio facility, then the feasibility study would have to go in an entirely new direction. For the moment, however, the feasibility study is at a standstill.

A Tentative Design for Linking Radio to Rural Development: A Generative Proposal

On the basis of the information found in Panama, and in the Province of Veraguas, mostly from government and U.S.AID/Panama documents; on the basis of a very brief visit to Colon and Veraguas; and on the basis of using the general principles outlined in the first part of this report, the Feasibility Team suggests the following design for the inception of radio programming in a selected area of Panama. It is a "generative proposal" in two senses: (1) it could be the model on which other rural areas might begin their radio efforts and from which there might eventually grow a national capacity to use radio for the benefit of the rural areas, and (2) it could be the first phase of radio programming which reaches not only adult and out-of-school populations, but ultimately would include in-school children at all levels of instruction, and perhaps teachers, supervisors and administrators as well as other technical or professional populations which could be effectively reached by radio and complementary materials.

Since the Team was not able to return to the field for further inquiry, this proposal must be regarded as highly tentative. There was no opportunity to find out how Veraguans respond to the use of cassettes, how they behave in forum or discussion groups, whether or not they listen well singly or in groups, etc. None of the technical constraints could be examined, such as actual radio re-

ception at different times of the day and night in various parts of the Province, availability of receivers and capacity to maintain them and provide batteries for constant and expanded usage of receivers, etc. This report, therefore, cannot go past the "highly tentative" stage. A discussion of possible next steps to be followed in planning for any radio project in Panama by U.S.AID is presented in Section VI of this report.

1. Assumptions
2. Design
 - content
 - process
 - evaluation
3. Requirements
 - staffing, training
 - equipment
 - work plan
 - budget

Project Goal:

To develop two-way communications between the GOP and its rural citizens and as an aid to development efforts in Panama.

Purpose:

Establish a program combining educational radio with complementary small media such as cassette recorders to 1) provide feedback for adjustment and improvement of ministry programs; and 2) give rural populations as means of expressing themselves with regard to their needs and aspirations.

Conditions expected at end of project:

- a. Approximately 500 hours of programming will have been produced and transmitted via a local area radio station.
- b. About thirty field personnel of cooperating ministries will be using complementary media such as cassette recorders and folletos in their contact with campesinos and submitting material to the station for use in an integrated rural broadcast.

- c. At least three GOP ministries/agencies will be collaborating in program production and evaluation.
- d. There will be evidence of growing local support for and participation in GOP development-oriented programs.
- e. Cooperating ministries/agencies will adjust their programs for increased effectiveness and acceptance based on feedback made available through the radio program.
- f. Evaluation will show that a significant number of campesinos in the affected area are making use of existing resources and programs to improve their living conditions.

1. Assumptions

- a. Radio works best in promoting development when it is combined with interpersonal contact (ref. Everett Rogers, Coombs, Others.)
- b. Existing development-oriented programs (agriculture, health, cooperatives, etc.) employ field personnel who could collaborate in "on location" production of cassette-recorded radio material linked to their organizational program and goals.
- c. Rural populations would be interested in listening to programs oriented toward their problems and making use of their voices.
- d. The GOP is interested in a direct exchange of information with rural populations which leads to rural development, i.e., increased production, improved health, housing, etc.
- e. The above-mentioned GOP interest is sufficiently strong unifying factor to overcome resistance to interministerial programs.

2. Project Design

- a. Content: Radio Programming - A mix of studio-produced and on-site recorded programs linked to the development programs of Panamanian Ministries and Agencies.
- b. Process
 - 1) Assume Ministry of Education will sign the agreement for Panama. The MRE will appoint a Panamanian as Ministry Coordinator to work with US and TCI consultants on recruitment and material acquisition.
 - 2) obtain collaboration of interested ministries to:
 - provide personnel to work on studio programming (already being done in Santiago)

- allow field personnel (adult education supervisors and teachers, MIDA Production Agents, Health extensionists., etc.) to use recorders in the course of their work
 - detail one evaluation person (from Ministry staff) to participate in continuous process of chequeo
- 3) Train staff
 - 4) Train development agents and campesino leaders.
 - 5) Use program material and feedback generated by field personnel in combination with programs produced in the studio by ministry personnel in collaboration with staff. Broadcast approximately two hours daily scheduled in early morning and in early evening
 - 6) Adjust programming in light of continuous feedback and revisions of ministry programs.

c. Evaluation

Personnel: Seconded ministry evaluation staff to form an interministerial team, with a leader selected from among themselves who would be attached full-time to the staff. Others would meet regularly (three days per month) to check on the effectiveness of the program.

Methods: Project goals would be compiled from 1) existing ministry objectives for the region; 2) stated needs of the area as outlined in Planning analyses, Sector Analyses, etc; and 3) locally felt needs as induced from material generated by and for the project.

To take into account 3) above, the project should make use of a relatively new evaluation technique called Discrepancy Analysis, in which evaluators and staff interact regularly to readjust initially stated goals and make them increasingly specific as more is learned from experience. Ministries should also be made aware of this technique from the outset in order to make use of findings to adjust their programs as evidence is obtained re their effectiveness.

3. Requirements

- a. Staffing: Two Panamanian staff per station: One to take care of editing, program preparation and recorder maintenance; one to act with rural leaders, and to handle logistics of recorder and cassette distribution and retrieval. Evaluation and field personnel (as mentioned above) would be delegated by their ministries/agencies to work with the station on programming related to their work.

b. Training: 1) for Staff: Assume pre-existing skills in radio; provide training in logistics of tape management, maintenance of recorders; group dynamics (for regular meetings of related ministry personnel). Consultants would conduct on-site training for one month prior to commencement of program.

2) For collaborators: In use of cassette recorders, and in interview techniques. Two days, on site, just prior to beginning of project, to be conducted by staff.

c. Equipment: 100 cassette recorders, 1,000 tapes, studio editing equipment for cassettes, tape recording equipment for studio, tapes for program storage. (Plan to use existing studio facilities in cooperating station, possible pay for services rendered).

d. Facilities: Plan to refurbish available space in collaborating stations' studio if possible: insulation, air conditioning, electric hookups, backup generator, etc.

e. Work Plan (24 months)

1) Acquisition of materials
-two 4wd vehicles
-100 recorders
-1,000 cassettes
-studio equipment
-maintenance equipment
-installation equipment
-installation of facility

Staff recruitment (5 months)
- liaison/field
- Editor maintenance

2) Staff Training (one month)

3) Collaborator Training (two days)

-Includes orientation of other related ministry personnel in the province, to acquaint them with project goals and operation. In addition, staff liaison person should be in constant contact during implementation to keep ministries apprised of problems/progress.

4) Material collection/Programming (continuous) (18 months)

-Feedback used to continually check acceptability of programs and to adjust mix of studio-produced programs (similar to most of those currently produced on Radio Libertad) with locally generated material and lighter elements. Personnel seconded by ministries would be coached by staff editor to improve quality of ministry-generated programming to overcome present conceptual limitations re: educational radios form and content.

5) Evaluation (continuous) (18 months)

- 6) Followup collaborator training, ministry orientation (two days each, to take place two months after initiation of program and every two months thereafter for life of project; carried out by staff, seconded personnel,) (18 months)
- 7) Turnover to collaborating ministries or (preferably) to an interministerial entity created for the purpose (18 months after staff training is completed.)

TENTATIVE BUDGET (For 24 months)

EQUIPMENT

100 recorders	B/.4,000	
1,000 cassettes	1,000	
Studio Equipment	10,000;	
Maintenance Equip.	1,000	
Vehicles	16,000	
Fotografia, Offset	5,000	
Estudio	<u>10,000</u>	47,000

SALARIES (All Staff Panamanian)

Ministry Coordinator	(B/9K)	18,000	
Liaison/field	(B/8K)	16,000	
Editor/Maintenance	(B/6K)	12,000	
Evaluation	(B/6K)	<u>12,000</u>	58,000

CONSULTANTS (US & TGH)

12 Man Months (recruitment, training, follow up, evaluation)		25,000
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TRAVEL & PER DIEM

International travel 20 trips ea. B/500	10,000	
Per diem & Viaticos 500 days ea. B/35	17,500	
Local Travel 20,000 mi. ea. 20¢	<u>4,000</u>	31,500

MATERIALS & SUPPLIES, COMMUNICATIONS

Office	8,000	
Supplementary Materials	10,000	
Post & Telephone	<u>5,000</u>	23,000

B/. 184,500

Project Considerations

Let us make the assumption that an area such as the province of Veraguas be chosen for the tentative design herein presented. What would be the technical constraints in utilizing an existing radio station in that area?

According to Arnaud (memorandum Nov. 14, 1974) there are certain advantages in utilizing local radio stations:

1. The possibility of setting up stations in the most adequate zones depending upon the services warranted.
2. It allows the development of the cultural level of the region by offering the people a medium to communicate their artistic and intellectual expressions.
3. The existence of a local station reinforces a feeling of progress on the part of people of the region.
4. The production of local rural education programs allows a reduction of pressures from the programming personnel of a central station.
5. The local station can be flexible enough to broadcast at the most convenient time in relation to the needs of the community.
6. It gives the people of the region an opportunity to learn or be trained in radio technology by the station personnel.

In Veraguas, for example, there already exist three radio stations. Radio Urracá (part of the Radio Libertad network) with 10KW; Radio Veraguas (part of the Catholic Church and associated to CEPAS and ACPO); and Ondas Centrales (small commercial station). At least 50% of the programming of Radio Urracá is produced locally; the other 50% is supplied by Radio Libertad with which the station is potent enough to have a clear coverage of the province and even outside of it. The other two stations are not considered at this time because it is doubtful that the Government will utilize them in such an enterprise.

Because the Team was not able to return to Veraguas, a number of technical questions remain unanswered. For example:

- (1) What is actual signal dispersion in the Province, at different times of the day, in different seasons and under different climatic and atmospheric conditions?
- (2) How many receivers are presently or potentially in the area? How many listeners do the receivers represent?
- (3) What is the audience preference pattern?
- (4) What is the capacity for maintenance and repair of receivers and other equipment needed in the project?
- (5) What is the availability of electricity or battery power at what cost?
- (6) What is the actual and potential manpower pool to carry out a radio programming activity of this nature?

At such time as a project is actually being planned it would be a relatively simple matter to collect data which would answer the foregoing questions. Two people spending a week in the field and two or three days in analyzing the data should be able to accomplish the task.

In considering the inception and operation of a project in a rural zone such as Veraguas, the problem of integrating information and materials from diverse programs and ministries is not as difficult as it might be on a national level. MIDA, in fact, is now being physically located in Santiago; the Ministry of Public Health maintains a regional hospital in Santiago and runs a network of health centers in the province; the provincial supervisor of education is located in Santiago, from which he conducts all formal and informal programs. It is easy to believe that in a setting as small as Santiago (Pop. 30,000) and in programs so closely related conceptually, and given the will of the central government to promote combination and collaboration, that inter-ministerial and interagency cooperation can be realized. When one visualizes the radio programming process, a liaison person could easily move from agency to agency to elicit program ideas, materials and the personal collaboration of field workers, and when necessary call together an "interdisciplinary" work group.

This team could not judge the capacity of the Panamanian institutions to absorb the new budget and personnel demands implied in this activity. The general impression is that an additional program must imply new personnel and budget expansion. At this moment the Ministry of Education, where major responsibility would rest, is expanding its services at a precipitous rate while it suffers budget reductions. Present judgment is that the Ministry of Education would have to expand its budget, expand its personnel and facilities, or sacrifice some ongoing activity it judges to be of lower priority. If there is new budget money it should be used to recruit and support the specialized personnel this sort of program requires. It does seem clear, even after this cursory investigation, that the existing personnel of the Ministry are overworked and overcommitted to ongoing activities; it would be imprudent to assume that existing personnel could absorb the new functions involved in this effort.

SECTION VI

Conclusions and Recommendations

In this last section of this report, the Team has outlined recommendations specific to the Panama Mission as well as recommendations or lessons learned from the Panama experience which are of a more technical and general nature relating to the undertaking of future feasibility and/or project planning studies.

A. Recommendations Specific to Panama

The work done to date in Panama leads to the conclusion and recommendation that a specific feasibility study looking into the use of radio rural development should be completed as soon as the conditions are favorable.

The data collected so far in the study support several conclusions:

- (1) It is very likely that some sort of radio programming built on the characteristics and needs of rural Panama could be useful in supporting rural development.
- (2) The characteristics and needs of rural Panama do lend themselves quite easily to radio programming in health, agriculture and basic education.
- (3) People of rural Panama do listen to radio and appear interested in using radio as part of their own development efforts.
- (4) Existing radio facilities in rural Panama are more than adequate to initiate a radio program in conjunction with rural development. Investment in new radio broadcast facilities is not necessarily recommended. Efforts should be made to better

integrate existing facilities and increase their effectiveness vis-a-vis specific development priorities within the country.

- (5) Development agencies in rural Panama appear to be interested in the use of radio to enhance their programs.

The tentative design described in Chapter V represents an approach to radio programming which may be able to promote constructive change for the rural population. However, its feasibility yet remains to be investigated. It is particularly promising in that it does not impose radio programming by experts from above and from outside the rural area; it draws upon the consumers' interests and problems not just as stimuli for programming but for the programming itself. It is not just a feedback mechanism; it is at the same time the process, the product and the feedback. It provides an opportunity for using expertise when needed, and it could serve as a prod to all development agencies to respond to the needs of the rural population.

The project described here primarily emphasizes the process. One may note that almost no hardware is needed; one should certainly note that no additional transmission facilities are required. However, certain caution needs to be exercised in exploring this use of radio for rural development.

It may well be that Panama at this stage of its development and within its present political climate does not want outside collaboration in developing radio programs. Even though the project is "low key" and low cost, it may not suit Panama at this time.

Perhaps Panama's only need is expressed solely in terms of broadcast transmitters, towers and studios. This study, however, leads to the conclusion that it is feasible, technically and professionally, to initiate an information and education program using radio and other materials in a rural area of Panama. Further study would be required to determine whether or not the Government of Panama should install one or more rural broadcasting stations or whether or not the U.S. government should support such an investment. Using radio in the rural areas appears to be feasible; programming such radio as suggested in the tentative design seems desirable. The Project design could be further developed to incorporate aspects of the Basic Village Education Project in Guatemala and/or Radio Sutatenza in Colombia and thereby have a structured set of daily broadcasts with carefully selected information in an interesting format.

The design proposed is generative in two senses. First, it might lead to the replication of radio programming in other rural regions. Second, it might lead to the use of radio in information and education programs for other audiences. In the suggested design the audience is presumed to be adult and older out-of-school youth who will be participating in their own programming process. This usage of radio is presumed to necessitate at most an hour or an hour and a half of broadcast time per day. The same audience could be reached with more structured programs, motivation for which could be stimulated in the basic process; one could suppose an additional hour per day as a maximum expansion for the same audience. This total program could be replicated in other rural areas and some sort of exchange

from region to region could enrich all programs. Eventually one would be talking about a national rural radio network.

The second kind of generation or growth could be towards different messages for different audiences. This type of growth might be an outcome of increased interest in the themes treated in the first stage; that is, health, nutrition, child care, improved housing, agricultural practices, care of animals, recreation, etc. If the interest is cultivated and nurtured, new programming could be developed for in-school youth at all levels, with programming by theme and level and with provision of feedback even from formal groups. Teachers, supervisors and administrators, agriculture and health specialists, cooperative and asentamiento groups could be formed for specific program purposes. This additional programming could well necessitate the installation of a radio transmission facility which could handle up to six or eight hours daily programming; it would imply a much greater investment of resources and personnel.

The first phase of a rural programming project would cost a little more than \$200,000 for an eighteen month period while an additional phase two expansion to at least three centers in the country would cost more than \$500,000 over an additional two years. Generation of programming in the same rural area to include other audiences and other messages would cost between \$700,000 and \$800,000 for a two-year period, not including installation and maintenance of new broadcast facilities, if they are needed.

- (1) AID/Panama should share this report and the supporting documents with the respective Panamanian MOE officials as soon as it is appropriate.
- (2) If the Panamanian government approves the completion of this feasibility study, several options should be pursued:
 - (a) Radio programming in one rural area
 - (b) Extended radio programming in several rural areas
 - (c) Radio programming of a nonformal nature plus structured educational radio programming for institutional audiences in one area.
- (3) AID/Panama and the Government of Panama should agree on the selection of a qualified Panamanian who would be an active participating member, if not the leader, of the Team, contracted to complete the study.
- (4) AID/Panama, AID/TAB and the Government of Panama should request the Academy for Educational Development to send a team of two to Panama as soon as possible to complete this feasibility study.
- (5) Prior to returning to Panama, however, the terrain, the specific questions, the limits and constraints of

the feasibility study, along with some tentative statement of possible outcomes should be clarified by all parties to the feasibility study and in particular, by host country spokesmen at the MOE and Radio Libertad.

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