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ACADEMY FOR EDUCATIONAL DEVELOPMENT

MASS MEDIA COMMUNICATIONS SYSTEMS  
IN DEVELOPING COUNTRIES

Some Guidelines for  
Effective Planning

Howard B. Leavitt

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**MASTER**

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## TABLE OF CONTENTS

Introduction	1
Chapter One: The Consultant Team	6
Selection of Team Leader and Team Members	6
Clarification of the Team's Mission	7
AID's Programming Cycle	7
Other Types of Team Assignments	9
Team Size	10
Team Composition	10
Scheduling a Team's Activities	11
Preliminary Trip for Team Leader	12
Eliciting AID Mission Views	13
AID Mission Logistic Support for Consultant Teams	14
Relations between AID Mission and Consultant Team	14
Relationships between Consultant and Counterpart Teams	15
Relationships to Other International Development Agencies	16
Preparing the Final Report	16
Chapter Two: Planning: Gathering Data About the System	18
Information About Sectors	18
Mass Media Communications Inventory	20
Identification of Goals	20
Identification of Constraints to Goal Achievement	21
Historical Trends and Patterns	22
Availability of Research Studies	22
Chapter Three: Planning: Selecting Appropriate Strategies	24
Criteria for Selecting Appropriate Strategies	24
Recent Findings Regarding Uses of Mass Media Communication	25
Implications for Mass Media Communication Strategies for Rural Areas	26
National Mass Media Communications Model	26

Institution Building	29
Alternative Levels of Coordination and Cooperation	30
Centralization vs. Decentralization of Projects	31
Determining the Feasibility of a Mass Media Communications Project	32
Rejecting a Project	33
Local Campaigns	34
Chapter Four: Methodologies	37
Example of a Team's Scope of Work	37
Assessing the Strength of Institutions	36
The Logical Framework (Log Frame)	38
Constraints	39
Expectations and Limitations of Interviews	40
Procedures for Dealing with Weak Data	40
Chapter Five: Determining Costs and Cost Effectiveness:	
The Role of the Economist	42
Evaluation of Benefits Compared with Costs	43
Examples of Questions Asked of Economists	44
The Economist's Work Plan	45
The Logical Framework (Log Frame)	46

<u>APPENDIX</u>	<u>TITLE</u>
A	CHECKLIST OF CRITICAL CHARACTERISTICS OF EFFECTIVE TEAM LEADERS AND MEMBERS
B	EXAMPLE OF TERMS OF REFERENCE FOR A TYPICAL MASS MEDIA COMMUNICATIONS CONSULTANT TEAM
C	EXAMPLE OF CHARTING TEAM ACTIVITIES
D	KEY ELEMENTS IN AID PROGRAM CYCLE
E	EXAMPLE OF DEFINITION OF GOALS
F	MASS COMMUNICATIONS INVENTORY
	I Basic Inventory
	II Elements and Services
	III Import, tariff, and tax policy
	IV Major Programs of Development
	V Development Goals Involving Mass Media
	VI Estimate of Requirements

EXAMPLES OF TYPICAL SECTOR ACTIVITIES

EXAMPLE OF ANALYSIS OF CONSTRAINTS

EXAMPLES OF USES OF MASS MEDIA

EXAMPLE OF SCOPE AND WORK OF A FEASIBILITY AND  
PROJECT PLANNING STUDY

ASSESSING THE STRENGTH OF INSTITUTIONS

LOGICAL FRAMEWORK

DILEMMAS IN EDUCATIONAL PLANNING:  
PROBLEMS OF CONSULTANTS

- No. 1--Uncovering Statistical Manipulation:  
The Search for Valid Data
- No. 2--The Refusal to Cooperate: Problems  
in Integrating Rural Development
- No. 3--The Breakdown of Team Consensus:  
A "Go"--"No Go" Impasse
- No. 4--Entrapped in Politics: Breakdown  
in Communications

## INTRODUCTION

This manual has been written to help orient consultant teams preparing to go overseas to provide technical assistance to AID Missions in developing countries. The guidelines do not constitute a blueprint for planning, nor are they fixed rules to be followed. Instead, they represent an orientation to the work expected of a mass media communications consultant team by AID Washington and by a local AID mission which has requested its services.

Because the basic principles are the same, the manual deals with uses of mass media in nonformal and formal education, in urban and rural areas.

The guidelines are to be used flexibly and with discrimination. They represent a general stock of ideas for planners from which appropriate material can be selected to serve a specific purpose. The manual has been produced in keeping with two AID policy directives. Priority must be given to development programs that benefit the underprivileged primarily by narrowing the relative income gap between rich and poor. In addition, AID's policy is to encourage the careful planning and uses of mass media communications as a means for extending educational resources to larger numbers of people. The two policy statements taken together mean that consultants will usually be working on projects that attempt to reach the rural and urban poor; both in formal and informal education through various combinations of mass media.

Although AID has well-established principles for providing guidance to consultant planning teams in specific sectors, the area of mass media communications is a relatively new area and presents special problems. The first problem stems from one of its greatest strengths when used in nonformal education. Experience has shown that mass media communications can serve as a powerful supplement to local, regional, and national development activities. It can legitimize, reinforce, and validate development activities already underway. To be most effective, this role requires the cooperation between development agencies to ensure that the development messages of each are coordinated into an integrated package. The problem and challenge to planners lies in the desirability for developing new forms of cooperation and coordination between discrete and autonomous agencies.

A second problem relates to the unique capability for mass media to deliver high quality messages over long distances at potentially reasonable cost. The development of infrastructure at both the sending and the receiving ends of the process means that the gap thus created must be bridged by new types of activities. Experience has shown that generally too little attention has been paid to the development of the receiving end where problems of utilization and feedback are often ignored.

Material for the manual has been drawn from many sources. Much of it is based upon an analysis of the six years of experience which the Academy for Educational Development has had in assembling and fielding mass media communications planning teams under contract to AID, especially in Afghanistan, Bangladesh, Brazil, Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, Indonesia, Ivory Coast, Nicaragua, Panama, and Zaire. AID officials who have served as control officers for consultant teams overseas have provided materials for the manual. Material has been drawn from the experience of such international organizations as UNESCO, World Bank, and the Inter-American Development Bank.

In addition, much information has been derived from the research studies and reports whose number is rapidly growing in the literature on mass media communications.

The manual uses the term mass media communications to denote the uses of radio, TV, films, textbooks, visual aids, etc., and the planning which is required for their appropriate utilization. Other terms used by AID are carefully defined in the text. For the benefit of consultants who may have worked for the World Bank, AID terms translate as follows:

AID

sector assessment  
 project identification document (PID)  
 project review paper (PRP)  
 project paper (PP)

World Bank

sector review  
 project identification mission (PIM)  
 project review and pre-appraisal mission  
 project appraisal

Consultants should have some understanding of the mechanism by which AID contracts the services of a consultant team. A Project Implementation Order for Technical Services or PIO/T, signed either in Washington or at an AID Mission overseas, is the final authorization for executing a contract and obligating funds. The PIO/T contains, among other things, the purpose for which the technical services are being used, a scope of work, the number and competencies of personnel required, and a budget. Language from the PIO/T appears in the final contract and scope of work for each individual recruited for the team.

Although the PIO/T is an internal AID document and thus will not generally be seen by consultants, it is important to know that this widely referred to acronym represents the key document authorizing the team's work.

The guidelines are written in such a manner that they can be used flexibly to serve a variety of purposes: mass media communications systems assessment, project identification studies, needs assessments, expansion of existing programs, or the determination of steps in the implementation of projects already underway.

In addition to orienting consultant teams, the manual can be used for other purposes.

1. Facilitate an AID Mission's preparation for the arrival of a feasibility team.
2. Provide a common ground for discussion between USAID, AID, and consultant team on planning procedures.
3. Facilitate a team's understanding of exactly at what point in time in the program cycle the team will be working, so that what has gone before and what will come after provide a framework and perspective for team operation.
4. Facilitate a team's identification of needed briefing documents.
5. Provide a standardized set of procedures so that USAID and consultants can more quickly arrive at an agreement as to what is required.
6. Provide clues to methodology for data gathering.
7. Provide a flexible guide for assessment teams in performing a number of alternative types of short-term/long-term, intensive-extensive assignments.
8. Provide a checklist of possible planning, questions to ask and suggested sources of data.
9. Define key terms used by AID.
10. Provide an understanding of costing considerations.

Chapter One deals with a synthesis of lessons that consultant teams have learned overseas. Chapter Two, Three, and Four deal with planning questions, criteria, and methods for conducting various types of assignments. Chapter Five deals with the role of an economist on a team. The 13 Appendices include specific checklists, charts, and questions, as well as four cases of dilemmas faced by consultants overseas.

THE CONSULTANT TEAM

There is a popular saying that to get a job done, hire a competent person and leave him alone. While this may be true in some areas of individual work, it hardly applies to individuals joining a team of consultants. While basic competence of team members is, of course, critical, the supporting activities that can be provided contribute immeasurably to the success of the mission. This chapter reviews some of the lessons learned in selecting personnel, in supporting their activities, and in providing them with suggested procedures to follow both in Washington and the field.

Selection of Team Leader and Team Members

Experience has shown that the outcome of the assessment team's work depends heavily upon the competence and personal characteristics of members of the team and especially the team leader. Yet because of time constraints, the difficulty of locating available people, the ambiguities regarding what constitute effective characteristics of team members, and the fact that different types of assignments call for different competencies and skills, the selection process frequently contains many chance elements. Some of this uncertainty may be removed by using a checklist of desirable characteristics of team members. One such list has been compiled by AID's Technical Assistance Bureau on the basis of extensive research on effectiveness and ineffectiveness of overseas personnel. Use of the checklist may facilitate more explicit agreement between AID missions, AID/W, and contracting organizations as to what type of personnel are needed.

The detailed checklist containing 29 specific characteristics of effective team leaders is included as Appendix A. A summary appears below.

Summary of Characteristics of Successful Team Leaders in  
Overseas Development Projects

7

Basic Qualifications

- Requirement 1: Technical Qualifications
- Requirement 2: Administrative Ability
- Requirement 3: Interpersonal Relations

Job Orientation

- Requirement 4: Motivation and Drive
- Requirement 5: Acceptance of Constraints
- Requirement 6: Development of Commitment

Emotional Maturity

- Requirement 7: Character
- Requirement 8: Personal Security

Leadership

- Requirement 9: Poise
- Requirement 10: Backbone
- Requirement 11: Political Finesse

Clarification of the Team's Mission

On occasion, teams have arrived at their overseas destination without clearly understanding the purpose of their mission nor how their report will be used. To avoid the confusion, embarrassment, and wasted time which this lack of understanding inevitably produces, the briefing sessions before departure should make explicit and clear the purpose of the mission. The range of assignments which consultant teams may be asked to perform fall into two categories, although these may sometimes overlap.

a. Consultants may be asked to help an AID Mission prepare a specific document for a particular stage, or several stages, of the AID programming cycle.

b. Consultants may be asked to plan for other activities which may or may not relate directly to the AID programming cycle.

Each of these categories is dealt with below.

AID's Programming Cycle

If a team's assignment relates to the programming cycle, every team member should understand the process and identify clearly which step in the cycle the team

has been assigned to work on.

After identifying the team's assignment, the appropriate parts of all previous documents constituting preceding steps in the program cycle should be reviewed. All such documents should be included in briefing materials, as AID Missions will assume that this essential homework has been done before the team arrives.

The cycle is as follows:

1. Development Assistance Program (DAP I)

The purpose of the Development Assistance Program is to outline, consistent with the mandates laid down by Congress, a general country development strategy. Within this general framework, AID programs will be developed and projects identified for funding.

2. Development Assistance Program (sector analysis) (DAP II)

The second part of the Development Assistance Program is the sector assessment which attempts to analyze in depth the profile and operations of a particular sector, e.g., agriculture, health, education. It is from this extensive stock of information, goals, needs, and deficiencies that projects suitable for AID funding are identified.

3. Project Identification Document (PID)

The PID represents the first formal internal step in developing a project for AID support. Its purpose is to identify good possibilities for funding. It is assumed that more PID's will be submitted than will result in Project Review Papers (PRP's) and Project Papers (PP's) as some ideas may be rejected or later prove unfeasible.

4. Project Review Paper (PRP)

The purpose of the PRP is to enable review of a project to determine whether there is enough confidence to proceed to the Project Paper (PP) and the authorization of funding. It is important that full collaboration between AID and the host country takes place in conducting this review.

5. Project Paper (PP)

The purpose of the Project Paper (PP) is to provide a definitive description and appraisal of the project and a plan of implementation. Thus, full collaboration between AID and the host country is called for, and the responsibilities of each party must be clearly spelled out.

Each of these programming requirements is carefully laid out in the official AID Handbooks No. #1 and #2 and in supplementary airgrams (See Bibliography). If a team is small, all members should be acquainted with the contents of these documents. When a team is large, experience has shown that the team leader can brief his teammates on the program cycle requirements. For specific types of data required for each step of the cycle, see Appendix D.

#### Other Types of Team Assignments

A) Project Feasibility Request--A team is asked to look at a clearly defined project in a program development area and to make recommendations as to the best ways to proceed, with or without a specific medium, for specific outcomes within a clearly-defined project format. For example, the Mission requests a study on the feasibility of using a given communication medium tied to an agricultural production program in a given area, for a given audience, and for a clearly-defined purpose.

B) Media Planning Request--A team is asked to help the host country and/or AID Mission personnel decide on which medium from a possible array might best work in a particular development activity and/or a specific project. Decision to use communication media already has been made by host country and AID Mission.

C) Option Feasibility Request--A Team is asked to advise the host country and AID Mission personnel whether or not to use communication media and technology in a given development activity and/or project. A Media or No Media decision is requested. Does the use of communication media in a particular sector make sense, and if so, why or why not (in terms of efficiency, effectiveness and/or cost-benefit analysis)?

D) Basic Information and Possible Project Identification Request--A team is asked to orient AID Mission personnel in understanding what is meant by communication media and technology and how these link up with a particular country setting and development activity--e.g., possible applications of the use of the media for rural development and non-formal education approaches. Where has media and technology been used? What have been the results? What is known about its limitations? Its possibilities and advantages? What is the best way to proceed with its implementation? Or, even more basic, why use media at all? This basic information should help AID Mission personnel conceptualize a possible development activity where media could be used. In turn, the consultant team at a later time can then be asked to study the feasibility of such a plan.

E) Expansion Options Request-- A team is asked to advise the host country or AID Mission on options for expanding geographical coverage and subject matter content of an on-going mass media program. If a pilot project has proven successful, how should a country proceed with implementing a national or regional program?

Each of these requests may require differing staffing patterns, scope of work, and time schedules.

### Team Size

There can obviously be no set guidelines for the size of a consultant team. This will depend upon the magnitude of the job to be accomplished and the time available. If the time-frame is relatively long, a smaller number of consultants working over a longer period of time could accomplish the job, or a rolling team operation could be scheduled where some consultants arrive for shorter periods of time and then leave. However, experience has clearly shown that unless continuity of team effort is maintained by the continuous presence of at least one team member during the entire period of work, momentum is likely to slow and unforeseen contingencies may go unattended.

On the other hand, a shorter time-frame will, depending upon the size of the job, usually require a more intensive effort by a larger number of persons.

### Team Composition

Most mass media communications consultant teams will require persons possessing at least the following basic types of expertise:

- educational planning
- educational technology--software
- educational technology--hardware
- economics and finance
- evaluation and research

For certain types of planning assignments, it may be possible to locate consultants who possess competence in more than one field. The decision to recruit persons who are capable of playing more than one role will depend upon the degree of specialized expertise required for the job as well as whether the

right people with the correct combination of competencies can be recruited.

The areas in which it is usually more difficult to recruit a person who can play two or more roles appears to be in the educational technology hardware field and, to a lesser extent, in the field of economics and finance.

As a footnote, the quality of expertise in host country counterpart teams is in many cases becoming so high, due to advanced training, that competent consultants can often be found in the host country or another developing nation.

When a team is large and needs to collect extensive amount of data such as in a country-wide assessment study, experience has shown that handling the sheer bulk of material may become extremely time-consuming and onerous. In order to meet this problem, a number of teams have successfully tried utilizing an editor. The role of this person is not only to manage the data collection flow, but to reconcile differing writing styles of the report writers and impose on the final draft a consistency of style that might not otherwise be obtained.

Whether an editor stays with the team from start to finish, joins the team as a locally hired expatriate (for example) overseas, or is present only during the last report-writing phase, experience seems to indicate that the role can be a useful one.

The specific tasks which each team member is expected to perform should be made as explicit as possible ahead of time. With these terms of reference clearly stated in writing, team members can study and discuss one another's assignments to identify areas for cooperation, potentially overlapping functions, or gaps. Examples of terms of reference are contained in Appendix B.

#### Scheduling a Team's Activities

In order to plan the best use of the time of a consultant team overseas,

a schedule of anticipated activities becomes essential. This helps ensure that there is the proper time allocation for each activity and that the work is accomplished by the final deadline. Although the timetable may be modified in the field, it provides an important time-frame to guide the work of the team. An example of one type of chart of a team's activities can be found in Appendix C.

#### Preliminary Trip for Team Leader

When a relatively large consultant team is being recruited (four persons or more) and the amount of time in the field will be limited, it becomes imperative that everything feasible be done to make the team's work efficient while in the field. One procedure which experience has shown can be highly useful is to send the team leader on a preliminary trip to the host country. By preparing the way for his team, the leader can save much of the wasted motion that inevitably frustrates a team during the first few days in a foreign country. Such a trip, in order to be maximally profitable, should not last less than a week and preferably should last up to fourteen days.

Examples of the various functions that a team leader can perform in such a preliminary trip are as follows:

1. Meet with the team's AID Mission control officer and reach agreement on the specific purpose of the assignment and how it will be conducted.
2. Check to see if a counterpart team has been appointed. If yes, meet the team in order to decide on the most appropriate "fit" between members of the two teams. If no, offer to make suggestions as to how the team might be constituted before the arrival of the US consultants.
3. Analyze the problems of gathering data, identify main sources, collect bibliographies, and obtain key documents which can be brought back and used as briefing materials for the rest of the team.
4. Obtain or prepare a "Who's Who" listing of key USAID and host government officials including addresses and telephone numbers.

5. Discuss with USAID officials any special problems or possible constraints to the team's operation in the field so that team members can be briefed accordingly. Develop a tentative itinerary of field visits and a plan for splitting up the team for specialized work.
6. Arrive at an agreement with USAID officials as to the most effective type of orientation required for the team upon arrival.
7. Discuss with USAID officials the type of logistic support that is needed such as secretaries, translators, office space, etc.
8. Make preliminary identification of persons for team member to interview and assemble background data on each.
9. Make preliminary assessments of the validity and reliability of various types of statistics.
10. Ensure that logistics such as hotel accommodations and local travel are suitable.

#### Eliciting AID Mission Views

On occasion, consultant teams have arrived at their destination operating under the assumption that the request for their services implies that the Mission does not fully understand nor has views regarding the uses of mass media communications in the country. This assumption, usually erroneous, can lead to much confusion, hard feelings, and delay in getting the team started in its work.

Some Missions have on their staffs highly competent specialists in mass media communications or education officers who themselves have been instrumental in bringing the team overseas to provide additional assistance. Other AID officials, while not possessing technical expertise in this field, may have extensive knowledge about the social, demographic, and economic milieu in which a project might operate. In addition, many AID Mission directors and members of their staff have strong views about the uses of mass media communications in the host country and the degree of priority that should be given projects in this field. It is incumbent upon the team to carefully elicit and consider these views through personal interviews wherever

#### AID Mission Logistic Support for Consultant Teams

AID Missions sometimes overlook the degree of dependency that a consultant team has upon logistic support, especially when the team has a tight deadline. When office space, secretarial and translation services, transportation and the like are in short supply anyway for the Mission itself, it is not surprising to find a dearth of services for consultants.

Nevertheless, in order to operate with maximum efficiency in what is usually a strange country with often a foreign language and with counterparts who are strangers, special efforts on the part of AID Missions to provide adequate resources greatly increase the consultant team's productivity.

#### Relations Between AID Mission and Consultant Team

It should go without saying that a consultant team operates under the direction of an AID Mission, but a team's work can be impaired if the direction is either too close or too remote.

Under too much supervision, AID officials may second-guess or pre-empt the expertise which consultants have been paid to provide. On the other hand, in an attempt to avoid biasing the consultant team with their own views of development, AID officials may lean over backwards in attempting to be objective, thereby depriving consultants of potentially valuable insights, opinions, and impressions which have been gathered through months or years of residence.

There is no simple answer as to how this balance between over-directiveness and non-directiveness can be reached. Much depends upon whether the Mission has a mass media specialist or education officer on its

staff. Ideally, close relations and frankness between AID officials and consultants should lead to the appropriate balance. In some situations the problem is avoided by having an AID staff member join the team as a full-fledged member.

#### Relationships Between Consultant and Counterpart Teams

It is the responsibility of the team leader to establish an appropriate collaborative style with his own counterpart and between members of the two teams. This collaborative style may be difficult to achieve because certain of the roles which one or both teams must play may not be entirely compatible. The reconciliation of these possible differences is one of the team leader's most challenging tasks. For example:

- a. The team leader's main responsibility is to prepare a report for AID using guidelines which have not been prepared by the host country.
- b. The leader must elicit as much cooperation as possible from the counterpart team in gathering data about its own country.
- c. The counterpart team must be deeply involved in the formulation of recommendations, even though the consultant team has the ultimate responsibility for their soundness.
- d. The counterpart team must substantially agree with the recommendations and have become sufficiently identified with them to ensure governmental acceptance of the plan.
- e. The consultant team should conduct its work in such a way that the counterparts learn as much as possible about techniques of educational planning. The consultant team must be concerned with the transfer of skills and knowledge.

The only way in which disagreements between the two teams regarding recommendations can be avoided is through the process of involving counterparts in every step of the planning process; examining data together, partaking

in the same interviews; and making site visits together. By this process, the likelihood of widely divergent views regarding what recommendations to make are minimized.

#### Relationships to Other International Development Agencies

There is a tendency among development agencies to become so engrossed with the problems connected with their own work that they tend to overlook the work of sister international agencies operating in the same country. Consultant teams should be aware of this fact and make every effort to ensure that their work is not duplicative, does not undercut, and that it reinforces and augments what others are doing. This should be done both in the field and in Washington. In the field, if there is a possibility that other international agencies such as Ford, UNESCO, World Bank, UNICEF, religious organizations, etc. are engaged in similar or related projects, visits should be made to their offices to examine documents or interview appropriate officials. In Washington, headquarters of such organizations as the World Bank or the Inter-American Development Bank can be visited. In addition, pertinent documents regarding mass media communications may be found in such locations as:

- AID reference center, New State
- State Department Library, New State
- UNESCO publications library, State Annex #2
- University Libraries (e.g., George Washington, Georgetown, Howard, Maryland, and Johns Hopkins)
- Special Area Libraries (e.g., Middle East Institute)

#### Preparing the Final Report

It is accepted practice for a consultant team to complete a first draft of its report in the field. This permits the AID Mission and host

government to discuss the recommendations, make comments, and suggest revisions before the team departs from its prime source of data. Returned to Washington, the team will usually be requested to conduct a debriefing session. Depending upon circumstances, the team may or may not be required to produce a final finished copy of the report.

## Chapter Two

### PLANNING: GATHERING DATA ABOUT THE SYSTEM

This section deals with two types of data which need to be gathered in the area assigned to a mass media communications consultant team.

- a) What is the current status of the education system; formal, nonformal, urban, or rural? What is the status of mass media communications systems?
- b) In what direction is the system now moving? What are on-going trends, goals that are being implemented, constraints encountered, and prospects for the future?

Some of these data will already exist, but, depending upon the type of assignment and time frame, the team will usually spend a certain amount of time in gathering new data or up-dating previous information.

#### Information About Sectors

In the field of formal education this information, usually centralized within a government ministry, is relatively easy to locate. In nonformal education, however, especially nonformal education in rural areas, the information needed by a consultant team to the extent it exists, may lie in the different agencies, public and private, that deal with rural development. Since few countries have an agency dealing with all rural development where information about rural education is centralized, the status of nonformal education needs to be brought together from many sources. A consultant team is faced with the problem of discovering what

agencies are operating in rural areas and determining the extent to which the delivery of their messages could be enhanced by a system of mass media communications. In addition, information regarding linkages between programs, interagency coordination and cooperation, or obversely, the lack of these processes, needs to be sought.

For consultants unfamiliar with the types of activities that are typically found in the various sectors, Appendix G, "Examples of Sector Activities" provides illustrations of typical development activities in the fields of agriculture, health, population and family planning, nutrition, and nonformal education. Although these examples are drawn primarily from rural areas, many are typical of development activities in cities.

Thus, a mass media communications consultant team working in the area of rural nonformal education faces a problem not shared by other teams operating within one sector. In order to identify information and communication needs of rural people which mass media might help provide, a team must consult the various agencies that deal with rural areas. Since only seldom is there a consultant on the team who is an expert in such fields as agriculture, nutrition, rural health, or even rural education, information can be sought from the AID Mission specialists and host government experts in these areas. Some teams in the field have arranged for an expert in some aspects of rural development to be temporarily attached to the team. Since traditionally the field of agriculture has been most actively engaged in rural development, it is logical to turn first to this division of AID and Ministry. Only more recently have the newer areas of rural health, nutrition, family planning, etc. become major separate entities in rural development.

### Mass Media Communications Inventory

Although information regarding the uses of radio, TV, newspapers, books, films, etc. is often available for formal education, especially in cities, data for the broader field of nonformal education is typically inadequate or lies scattered in many different locations. One of the first tasks of a consultant team is to determine the status of mass media communications as it exists, either for the country as a whole, or for the local region where a project may be located.

A stock of questions from which consultant teams can select appropriate items is located in Appendix F under the following headings:

<u>Subheading</u>	<u>Page</u>
a. Basic Inventory	F 1-4
b. Elements and Services	F 5-7
c. Import, Tariff, and Tax Policy	F 8
d. Development Goals	F 9
e. Estimate of Requirements	F 9-12

### Identification of Goals

To what extent can mass media communications enhance the achievement of national and sector goals? Consultant teams are usually faced with the need to seek answers to the following questions:

1. What are the goals of formal and nonformal education programs and where can they be located?
2. To what extent are publicized goals actually being implemented as opposed to those being used for rhetorical purposes?

3. How can broad goals be broken down into specific objectives and targets?

A country's goals in every part of the world represent a varying mixture of objective, hope, and dream. Planners, aware of this, need to make hard judgments in separating the actual targets or goals that will be implemented immediately or in the near future from those that are exhortative, rhetorical, and long range. Examination of budgets is one way to determine what aspects of goal statements are actually to be achieved through specific programming

In some developing countries sector analyses representing the first stage of AID's programming cycle have been completed in such areas as education, agriculture, health. Included in the extensive information brought together in the sector paper (see Appendix D for an outline of data requirements) is a section on goal identification, refinement, and objectification. (An example of the process of goal refinement in the field of formal education is included as Appendix E.)

Identification of Constraints to Goal Achievement

Sector analyses also contain a section on the identification and analysis of constraints to the achievement of objectives and recommendations for their removal. In countries where sector analyses have been completed, this section for the areas related to the team's assignment are worth examining. An example of the identification of constraints on formal education is included as Appendix H.

### Historical Trends and Patterns

Historical trends have a momentum of their own and are not usually changed quickly, short of catastrophic events. Consultant teams need to understand something about historical precedents, what has gone on before, what is likely to continue and what change? For example:

- 1) What has happened to previous attempts to modify, reform or develop the system in areas related to the work of the consultant team?
- 2) What social, demographic, economic, or political trends are underway that are likely to affect planning?
- 3) What is the history of the uses of foreign aid in the pertinent areas?
- 4) To what extent have foreign trained technicians and experts been utilized upon their return?
- 5) What can be inferred from historical precedent regarding the will and commitment to development in the area in question?

The answers to these questions, though difficult to objectify, should provide a team with a better understanding of the milieu in which it is working.

### Availability of Research Studies

In many developing countries there exists a growing number of studies, surveys, and research papers containing important information relating to the uses of mass media; its effectiveness, problems in production and utilization, composition of the audience, their attitudes,

methods, and program content analysis.

Many of these studies have been undertaken by universities, private agencies, or by foreign scholars. Typically, they are scattered and often poorly indexed. In addition, they are often addressed to other scholars and are therefore not policy-oriented. Despite these difficulties, a consultant team should give some consideration to tapping this possible rich source of information.

The following questions may be relevant:

- 1) If good annotated bibliographies do not exist, what does a preliminary investigation reveal about the fruitfulness of efforts to collect this material?
- 2) What resources exist or can be created for locating, processing, interpreting, and synthesizing information to make it useful to planners?
- 3) What mechanism can be recommended for providing this service on a continuous basis?

### Chapter Three

#### PLANNING: SELECTING APPROPRIATE STRATEGIES

This chapter deals with various criteria, issues, and planning questions relating to the selection and implementation of alternative mass media communications strategies.

Consultant teams should be aware that the typical situation confronting them overseas includes a number of constraints. In all likelihood the team will be placed immediately in contact with a centralized agency dealing with mass media communications. It will not be in contact with ministries or agencies in other sectors and may even find it difficult to reach them. Since the agency in charge is centralized, most plans will be based on country or region-wide needs. Therefore, the need to examine carefully the advantages and disadvantages of decentralization issues and the trade offs involved will be both important and sensitive.

#### Criteria for Selecting Appropriate Strategies

- 1) Start with the country's present situation, its goals, problems, and needs as seen by government officials.
- 2) Determine the extent to which a sufficient number of educational needs actually exist to which mass media communications might contribute to their satisfaction.
- 3) Recommend strategies that are most in line with the latest sound theories of mass media communications, including what has been learned from the experience of others.
- 4) Conform recommendations to budget and other social, political, demographic, and economic constraints.

Recent Findings Regarding Uses of Mass Media Communication

The weight of findings in research and evaluation studies of mass media communication, the accumulated lessons learned by experienced program directors and workers in field situations, and new findings in the behavioral sciences regarding behavior change among users of mass media are now converging to suggest new guidelines and strategies.

In the area of mass media for formal education, generalizations derived from field studies and research are readily available in the literature (see for example Schramm, W., Big Media Little Media).

In the area of mass media communications to reach rural people, certain generalizations are listed below.\*

- 1) Behavior changes most effectively and tends to be sustained when people themselves in interaction with others are involved in the process.
- 2) The principles of self-help and local control mean that problems as well as solutions should emanate as much as possible from rural people themselves.
- 3) In order to legitimize and reinforce the efforts of local leaders, teachers, and community development workers, proper orientation and training in the uses of media must be provided.
- 4) The media's effectiveness is enhanced when they are integrated within organizations that are strong and flexible enough to carry out complementary reforms. Also, without political and administrative leadership capable of sustaining interest in a particular program, the media's effectiveness is likely to decline over time.
- 5) Mass media have greater effects in facilitating development if the intended audience is organized in some type of receiving/discussion group.
- 6) Radio is the single mass media channel that most effectively reaches the widest audience in most developing countries at reasonable cost.
7. Developments in the usage of the new audio-cassetts technology show promise for individualizing instruction at low cost and with built-in opportunities for feedback.

\*Adapted from: Coombs, Ingle, McAnnany, Rogers, Sagasti (See Bibliography).

Implications for Mass Media Communication Strategies for Rural Areas\*

These and other findings have important implications for mass media communications strategies for rural development. They call for:

- 1) More flexible planning of rural development programs which: a) allow more general objectives of national or regional plans to be made specific at the local level in response to existing socio-cultural and situational differences; and b) allow such objectives to be modified or revised in response to feedback from the field.
- 2) More participation of the local people in the decision-making about specific development actions to be taken by them, in order to insure appropriateness and responsiveness of development plans to rural people's needs and possibilities.
- 3) Provision of more effective and continuous feedback mechanisms from the field to both correct any problems that might arise, provide general monitoring of the program, and add to the sum of our knowledge about effective development through evaluation of development actions.
- 4) The need for some kind of a compromise between political and administrative pressures for quick and massive results and the time it takes to plan and implement effective programs built on adequate understanding of local capabilities, needs, and existing patterns of behavior, to produce appropriate and maintained changes.

National Mass Media Communications Model

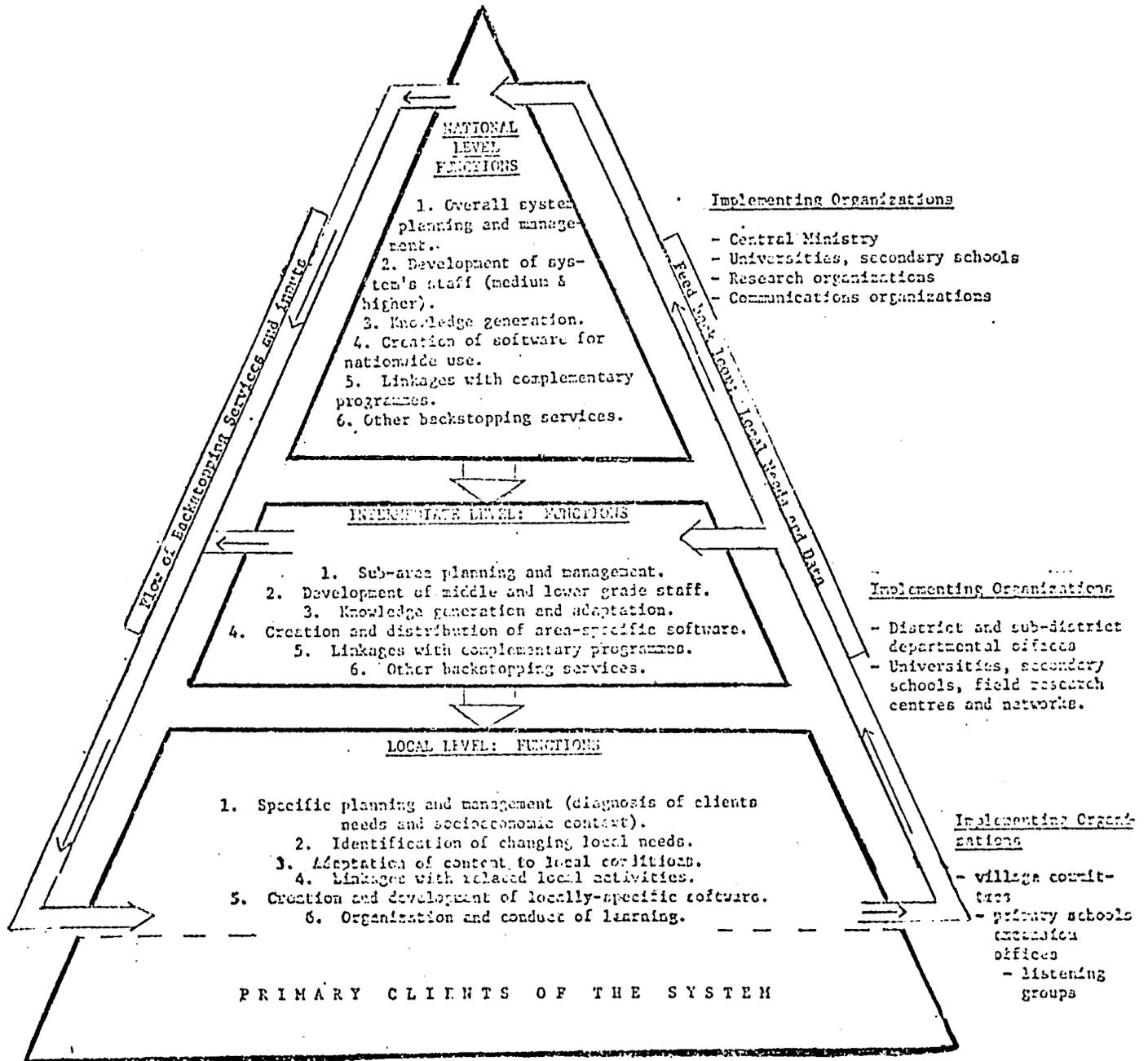
A theoretical model of a national mass media delivery system can now be set forth based upon what experience has shown to be effective

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Adapted from: Sagasti, Heli Ennis de, Effective Communication With the Rural Poor: An Action Focus, September, 1975, page 83.

criteria for expediting development. Although the model was designed for the area of rural development, its principles apply to mass media development in urban areas as well.

Functional Flow Chart of a National Mass Communications System Model



\*Adapted from Coombs, Philip H., Building New Educational Strategies to Serve Rural Children and Youth. Draft. March, 1974.

In order to insure the most cost-effective production of high quality mass media communication messages, some type of centralization of functions will need to take place at, for example, the national level (the upper third of the pyramid).

The appropriate functions which this level performs are overall systems planning, training of upper level staff, research, creation of certain types of software for nationwide use, etc.

At the middle level are located resources for production of area-specific software on the basis of feedback from local institutions in the area.

At the local level (the bottom part of the pyramid) are located the production of resources and messages for local conditions based on feedback directly from individuals, local community agents, or village representatives.

It should be noted that each level has linkages to related institutions concerned with rural development to insure that mass media communications complements and reinforces other development efforts in other fields.

Feedback from each level is passed up the line and appropriate inputs are passed down.

This model can be modified to fit the needs of smaller countries, particular areas of a country, or even the needs of a local communications system by removing layers from the pyramid. For example, the needs of a local system might be met by having only one level where a single message center could serve the needs of a fairly homogeneous local population.

Each level of the model performs the following functions: planning, training, knowledge generation (research) derived from lower levels and information from related development agencies, the development of software, and backstopping from the next lower level.

It is the job of a planning team to ensure that these institutions with their respective functions are in place and ready to cooperate.

#### Institution Building

One of the critical steps of project planning is making provisions for the right type, number, and quality of appropriate institutions and sub-institutions for project support. These institutions, depending upon the size and scope of the project might include:

- 1) regional or sub-regional communications support centers for software production, transmission/dissemination, administration and training
- 2) regional or sub-regional information centers for collecting and processing, feedback and other data, and training
- 3) research center for the development of a knowledge base about the characteristics, problems, and needs of rural villages and villagers, including the research aimed at producing more effective means for conducting valid sampling and accelerated survey techniques to cut the costs of data gathering

While these institutions need not necessarily be discrete, separate entities, the functions of each should be given careful consideration to insure that an entire system will function effectively with key institutional functions in place. Examples of functions are as follow:

- a) assess the needs of rural people on a periodic basis
- b) conduct communications planning for the coordination of the elements of a system
- c) plan for and produce messages
- d) disseminate the messages through one or more media and ensure utilization
- e) obtain feedback and conduct research on utilization
- f) provide for training for the full range of personnel required to operate the system.

### Alternative Levels of Coordination and Cooperation

Experience has shown that effective large mass media communications systems owe much of their success to the careful coordination of inter-agency functions that relate to nonformal education. The cooperation is often very difficult to insure between agencies, historically competitive and autonomous. Guidelines for making decisions regarding the degree of coordination and cooperation appear below.

Question #1: In establishing a mechanism for coordinating the mass media communications activities of different ministries or agencies, which of alternative levels of coordination is most feasible and why?

1. Low level coordination

Institutions have informal, unscheduled exchanges of information with informal inter-agency referral of clients.

2. Medium level coordination

Institutions have a formal, scheduled exchange of reports, formal exchange of personnel and have jointly supported projects.

### 3. High level coordination

Institutions have joint budgetary planning and exchange of resources, overlapping boards of directors, joint ownership of facilities, and formal written agreements re organizations, policies, and programs.

### 4. Merger of institutions into a separate identity

Question #2: In striving for the appropriate level of coordination between agencies, what interaction barriers exist and how can they be dealt with? e.g.

- a) agencies with different reward and personnel policy systems
- b) agencies with different make-up of skill levels
- c) perceived weakening of autonomy and status of the parent body
- d) physical communication problems
- e) discontinuities caused by rapid turnover of coordinating personnel

### Centralization vs. Decentralization of Projects

Accumulated experience with rural development programs indicates the more a project is decentralized and localized, the likelihood of adoption of desirable behavioral changes increases. However, there are critical trade-offs in decentralizing a project and these should be carefully assessed.

For example, the more decentralized a project becomes:

- 1) the greater the likelihood of diffused leadership with the addition of more intermediate administrative layers.
- 2) the greater difficulty of maintaining focus, drive, and enthusiasm for the program.

- 3) the increased problem of software quality control.
- 4) the possibility of the development of a non-responsive sub bureaucracies.
- 5) the possibility of increased costs.
- 6) the increased difficulty of building linkages to larger numbers of local agencies.
- 7) the greater the problems of training, feedback, and local administration and supervision.

But a critical problem which touches the political realm and requires careful assessment is the ability and willingness of an organization to cope with the newly visible problems, raised aspirations and new demands of an awakening rural population. Clearly, if rural people's aspirations are raised beyond the point where they can be reasonably met, an undesirable situation arises. A consultant team and counterparts will need to give very serious consideration to this issue.

A feasible mass media communications project will therefore require the careful balancing of the benefits and costs of decentralization vs. centralization.

#### Determining the Feasibility of a Mass Media Communications Project

Consultant teams are sometimes called upon to advise a host government and an AID Mission whether or not to use mass media communications in a given development activity or project. Since the initial costs of the development of any mass media project are relatively high, the decision to "go" or "no go" is a critical one. Planners usually make their recommendations on the basis of the extent to which educational needs exist which mass media are best able to satisfy. A broad range of needs that other countries have identified to justify the use of mass media communications appears below in Appendix I. If a large number of these needs, which mass media could be expected to help satisfy, are present in a country or region, then the use of mass media

might, in theory, be justified. If, on the other hand, a country cannot clearly demonstrate that it has either a large number of these needs or a few of high priority, the feasibility of mass media could be seriously questioned. It should be pointed out that unless there is substantial evidence that these needs actually exist, as opposed to verbal assurances by educators of their importance, a positive recommendation for the use of mass media cannot in good faith be made.

#### Rejecting a Project

Although often difficult to do, consultant teams must be prepared to make a negative recommendation on the feasibility of a project if the conditions warrant such a decision. Examples of such negative factors might be as follows: (See Appendix I, Dilemmas of Consultants, Case #3).

- 1) Lack of actual demonstrated concern for rural development, as against lip service and political posturing.
- 2) Lack of sufficient development activities presently underway upon which mass media could build; lack of critical mass of activity. This would suggest deferring a project until sufficient number of projects do get underway.
- 3) Government insistence upon traditional one-way, one-shot, one-sector, urban oriented messages which do not meet many of the criteria listed above for non-integrated single media projects.
- 4) Lack of understanding by central government of desirability of building communications into rural development agencies.
- 5) Unwillingness of central government to take steps to break down the traditional barriers to cooperation and coordination between ministries and other agencies.
- 6) Lack of interest in obtaining feedback from an audience and taking the necessary program-decentralization steps to make this possible.

- 7) Insufficient information on rural areas or a project-designated area. (This would imply delay rather than cancellation of support.)
- 8) Unwillingness of government to build into mass media systems the necessary infrastructure components (software production, training, hardware, research and evaluation, etc.)
- 9) Excessive costs, for example a plan to utilize TV in rural villages.
- 10) Lack of requisite managerial ability and sufficiently strong infrastructure.

A team is faced with three alternative recommendations is a negative decision is called for:

- 1) Reject the project.
- 2) Defer until more data is available (specify how long this might take and what steps are necessary to obtain requisite data)
- 3) Redirect the project to another geographical location or sector, decrease or increase its scope, cost, or coverage.

#### Local Campaigns

Frequently a consultant team is asked to provide assistance in planning for the mass media communications components of a specific development campaign, such as literacy, health, nutrition, etc. These intensive efforts, not necessarily a part of an integrated development program, are usually of relatively short duration. Typical questions which planners ask often include the following:

1. What campaigns are underway for which mass media can provide reinforcement and credibility as well as information regarding local resources?
2. What local training, planning, and research organizations exist and to what extent do they provide adequate manpower for campaigns?
3. If output is inadequate can it be increased and if so how?
4. To what extent do needs for the project as seen by local people and by national or regional planners coincide?
5. What coordinating agencies exist to insure continuous communication between low income people and national or regional planners?
6. Are campaigns aimed at behavioral change instead of simply knowledge or attitude change? How to measure these changes?
7. To what extent can objectives of campaign be realized with no, little, or reasonable additional resources?
8. To what extent have suggested campaign messages been assessed for the degree of potential risk to low income people in adoption of new behavior?
9. What development messages are being promoted by what other groups?
10. To what extent does proposed campaign contradict or undermine, reinforce, or have no effect on these?
11. What contingency for success of pilot project has been planned so that expansion can take place?
12. To what extent have local people contributed to defining their own problem? What evidence? Results?

13. How determine the appropriate duration of a campaign?
14. How develop the requisite cooperation and trust between development agencies of widely differing jurisdictions, composition, and makeup?
15. How measure the effectiveness of mass media in a coordinated multi-resource campaign when it comprises only one of several campaign inputs?
16. How identify villages or city districts with the greatest potential interest; with the greatest predisposition to adopt the campaign messages
17. How generate enthusiasm for the campaign and its potential benefits without promising more than can be delivered?
18. How stimulate local enthusiasm in ways that do not undermine local initiatives?

## Chapter Four

### METHODOLOGIES

This chapter contains a variety of suggestions relating to methods of work for a mass media consultant team.

#### Example of a Team's Scope of Work

AID Missions, wishing to assist governments interested in utilizing mass media communications, make a variety of requests for the use of outside consultants.

Because of the general lack of existing data regarding rural areas in many developing countries, requests usually emphasize the need for consultants to conduct needs assessments, inventories of mass media resources and analyses of existing programs in rural areas. This applies to project identification projects, the proposed expansion of present programs into new ones, and even the assessment of ongoing projects where inadequate attention has been paid to the needs of peasants and identification of all communications resources.

Thus, different types of requests for consultant teams will usually bear many common characteristics with the emphases differing on specific activities.

An example of a broad-scope omnibus type of program request is included in Appendix J because it contains the basic elements of several other specific types of activities, e.g. country wide mass media communications assessment, project identification and specific elements that could be used for project planning. Because of its comprehensiveness it could be used as a general source of items for expansion and modification to fit other purposes.

### Assessing the Strength of Institutions

Institutions which support mass media communications systems should have linkages with a wide range of institutions and agencies cutting across the full range of rural development services. This requirement for operating across sectors in governments typically organized by sectors places extra demands upon sound institutional structure. Because of the vulnerability of such an institution and the fact that it is being called upon to innovate and break new ground, it is important to give special attention to assessing its present or potential institutional strength

A store of questions for assessing the strength of institutions is included as Appendix J. Many of these questions require subjective answers, some of which must be inferred from indirect rather than direct approaches. The questions are based upon an analysis of AID's accumulated experience in helping to develop institutions overseas.

### The Logical Framework (Log Frame)

The final product of the work of any project planning team must include the translation of general goals and specific objectives into quantified or objectified data to permit costing, specific implementation plans, and evaluation. A convenient programming procedure called the logical framework has been instituted by AID in order to assist planners in implementing this process.

While the completion of the logical framework falls to Agency staff rather than consultants, team members should be familiar with the basic concept because their findings will have to funnel into this format. An example of a log frame for the creation of a communications development center in a developing country appears as Appendix L. The first column deals with

program goals, purposes, outputs, and inputs. The second column requires the planner to indicate objectively verifiable indicators for each of the program elements in the first column. This column requires specific data concerning number of people, institutions, commodities, etc. The third column requires the planner to indicate specific means for verifying the extent to which the indicators in the preceding column have been achieved. This column indicates the specific data to be used in evaluating and measuring the extent to which the project goals and objectives have been achieved. The fourth and last column requires the planner to indicate what assumptions or what reasonable expectations can be made regarding favorable conditions surrounding the project.

#### Constraints

An analysis of constraints to a project's development is often overlooked or left undone by planners who prefer not to look too closely at what might destroy or inhibit their plans. Such a step is necessary, however, for two important reasons. Analysis of constraints and an assessment of whether and to what extent they can be removed is critical for a "go"- "no-go" decision. In addition, such an exercise forces one to consider what policy changes or what actions are necessary to remove or reduce the effects of the inhibiting constraints.

Examples of constraints which previous teams have identified are:

- 1) Licensing and patenting problems constraining the wide use of software, especially from other countries.
- 2) Material resources, a steady supply of which, month in and month out might be curtailed by such interventions as strikes, floods, drying up of supply outlets or large cost increases.
- 3) Customs delays and obstructions for importing hardware.

- 4) Inability to recruit needed personnel after the initial excitement of a new program dies down because of higher competitive salaries elsewhere.
- 5) Breakdown in relationships with other development agencies.
- 6) Change or faltering of political support from the top levels of government.
- 7) New sources of opposition.

#### Expectations and Limitations of Interviews

Interviews are time-consuming and are frequently not as productive as they could be because of inadequate preparation ahead of time. Although the proper amenities are of course essential to follow they frequently are extended beyond a necessary stage. There should be a clearly defined purpose for an interview, and this should be communicated ahead of time so that both parties are aware of the agenda. Frequently interviews are used to seek specific facts about programs, facts that could as easily be obtained from written materials. The most legitimate uses of an interview are clearly to involve and gain the support of a key person, to discuss substantive issues involved in a program, to seek advice or opinions, to obtain referrals to other key persons, and to establish a personal relationship with persons who will be involved in a future program. Every interview should be written up within 24 hours and filed as a project record with follow-up actions clearly indicated.

#### Procedures for Dealing With Weak Data

All data through the act of printing gain a deceptive aura of authority and validity. A properly skeptical assessment team will have taken the time, if time has been available, to examine

more closely the sources of data and assess the degree to which they can place their trust in what is published. Inevitably when this is done it becomes clear that certain sources are not as reliable as others. Unfortunately, statistics relating to rural areas are less apt to be accurate than those of urban areas. In some cases a team may have to decide that the data available is worse than useless. In this case it may be possible to conduct a certain amount of spot-checking through site visits. The main criterion for deciding what steps to take is--how much risk is involved? Do the data need to be very accurate? Will a probable error of say 20% plus or minus make a substantial difference? Can the data be obtained through other indirect sources or can it be extrapolated from existing data? Given the dearth of good statistics in many LDC's, the analysis of validity and reliability of statistics and the subsequent assessment of risk in using faulty data is critical. But having made the analysis and determining the risk to be low, the planning for most projects can proceed, especially those where inadequate data can be fortified at later stages.

## Chapter Five

### DETERMINING COSTS AND COST EFFECTIVENESS: THE ROLE OF THE ECONOMIST

Education officials in developing countries, caught between the pressures of inflationary costs on the one hand, and the rising demands for education on the other, are becoming concerned as never before with the problem of raising productivity; of receiving a better return, both qualitative and quantitative, for an investment. Thus, the role of an economist on a mass media communications consultant team, whether concerned with formal or nonformal education, in urban or rural areas, assumes special importance. Mass media are increasingly being viewed as having a powerful potential for making educational resources available to more people including persons living in remote areas, all at reasonable cost.

One of the drawbacks to the development of mass media is that these projects, in the words of economists, are financially "front-loaded." In other words, the strategy requires a sizeable initial investment. Therefore, the economist's job is especially crucial for the team will for the most part rely upon him to assess the financial ramifications of this large initial investment. Will it be amenable to funding? Will the project pay off?

The economist brings to the team a unique perspective. He must look at educational activities as a production process. The economist aims to identify all the elements of "input" to the processes of education, attaching dollar signs as he goes. Simply put, he quantifies and sums up the various inputs to the classroom, from teachers to visual aids, and collects them on the right-hand side of an equation. On the left of the

equation, he aggregates the results of education as some combination of "outputs." Examples of such outputs may be higher test scores, better farm practices, enrollment increases, better health, or higher incomes of graduates. But qualitative outcomes, like student, parent, and teacher attitudes, are not neglected.

To this equation economists attach the term "input-output" relationship. It implies that a relationship exists between, say, the number of hours a teacher spends in the classroom, his assigned texts, the type of farm program, etc., and the measurable achievements of the students or audience.

Economists are also concerned with costing out the alternatives which other educators on the team propose. The translation of these programs into monetary terms is frequently difficult because costing individual components is only part of the problem. The bringing together of an integrated instructional package containing many variable components that fits the financial resources available, may require repeated recombination and trial fitting of component parts.

Choices between big, expensive media versus small, low cost media are ruled by costs as much as by pedagogic merit.

#### Evaluation of Benefits Compared with Costs

Beyond costs, the economist helps the team determine whether the expected outcomes of any input make the expenditure worthwhile. Key questions about the final value of results arise on two levels. Outcomes which directly reflect school attendance or the receipt of mass communication, like test scores, performance of new skills, or even successful promotion between grades, come under the heading of cost-effectiveness.

But in a sense, these outcomes are intermediate ones, milestones on the way to ultimate benefits like higher incomes, increased employability,

and a lesser propensity to violence in the home and on the street. Accordingly, the term cost-benefit has been adopted to distinguish this wider search for the value of education. Since the search for measurable benefit often lies in the society at large, team members will usually be concerned principally with cost effectiveness.

### Examples of Questions Asked of Economists

#### Teacher Training

- What levels of training for village monitors will produce what results in rural mass media programs?
- What level and quality of teacher preparation will produce what results?
- How and to what extent are the new media used in teaching prospective teachers cost-effective?
- What are the comparative merits of pre-service and in-service teacher training relative to their costs?

#### Curriculum

- What subjects lend themselves to what modes of vocational education at what different levels of cost?
- How does the time dimension of alternative curricula (e.g., length of lesson, length of school day and year) and number of different subjects affect the budget?
- What does each subject contribute to the education and skill objectives envisaged for the future benefit of graduates of formal or nonformal educational programs?

#### Technology

- What investment and operating costs are associated with various modern information delivery systems, ranging from computer assisted instruction to video instruction via satellite?
- How do these hardware costs respond to a scaling up in size, beginning with a pilot project to complete system installation?
- Is a mass media communications system proposed by the team for rural areas affordable within the magnitude of the country's budget, and, if so, under what pattern of paying the bill?

### Administration and Planning

- How do changes in enrollment, composition of student body, and level of schooling affect the education budget?
- What savings, if any, accrue from improving or accelerating the flow of students by reducing the number of dropouts and repeaters?
- Can the expense of stepping up supervision of rural training programs be justified through quantifiable results like better attendance and improved agricultural practices?

### General

- What is the comparison of cost between traditional and mass media oriented instructional systems?
- What are the trade-offs in costs and outcomes between alternative classroom configurations or media mixes?
- How can proposed benefits resulting from mass media instruction systems be quantified to measure such things as income differentials, better citizenship, improved health, and family planning?

### The Economist's Work Plan

In pursuit of his assignment, the economist faces a dilemma. On the one hand, it is highly desirable for him to keep himself fully informed of the substantive deliberations of the educational specialists on the team because of his special role in helping quantify their proposals. On the other hand, the economist's inclination is to spend much of his time with the budget section of the Ministry of Education when dealing with formal education, and the Ministries of Agriculture, Health, Education, etc., when dealing with nonformal education projects. Here he must investigate how educational activities and their attendant costs fit into the overall government budget and the economy as a whole.

Paucity of data, frequent internal inconsistencies, and doubts about the reliability of the information furnished by government officials constitute the main obstacles in the path of economists working in developing countries. They limit his analyses, hedge his findings, and strain his ingenuity to come up with defensible answers.

Where data are more abundant and trustworthy, economists can use more refined statistical instruments when they relate physical input data with corresponding budget costs. Economists further construct measures of instructional efficiency and of capacity utilization. They assess the fiscal effort made by the host government to foot the bill for educational demands. Finally, economists put their findings in the context of development objectives such as social class, sex, and income equity.

Where Ministries have computers, economists may use these facilities to make projections for the educational or other appropriate sector, its subsystems and components. Examples are eligible school population, expected number of graduates, budget appropriations, and even national income and employment. Forecasting involves simulation, because plausible contingencies abound that might radically change expected enrollment or teacher payrolls, to name only two sectors to which the education budget is extremely sensitive.

#### The Logical Framework (Log Frame)

In sum, an orderly progression, from the goals of the project to plans for implementation, must be assured. In this progression, the economist has a major role in seeing to it that the transition from program plans to hard input and cost, as well as output data, is achieved.

For this purpose, AID has developed the programming procedure known as the logical framework or "log frame" which was discussed in Chapter Four.

The economist has a special responsibility for assisting others on the team to quantify and objectify their findings.

Built into the successful completion of the "log frame" is a fundamental requirement: a smooth flow of information from and between educational specialists and the team economist.

## APPENDIX A

CHECKLIST OF CRITICAL CHARACTERISTICS OF EFFECTIVE  
TEAM LEADERS AND MEMBERS\*

## A. BASIC QUALIFICATIONS

## Requirement #1: TECHNICAL QUALIFICATIONS

- a. Appropriate skills- ability to trouble-shoot and solve technical problems of the project.
- b. Practical application of expertise- ability to deal practically with down-to-earth problems.
- c. Institution building expertise- effectiveness in planning for institution building.
- d. Paper credentials- sufficiently impressive credentials to carry weight with host government.

\* Adapted from - Bureau of Technical Assistance, A.I.D., "Selecting Effective Leaders of Technical Assistance Teams," Technical Assistance Guidance Series #2. The study was based on 337 reports from AID overseas personnel on effective and ineffective characteristics of team leaders.

Requirement #2: ADMINISTRATIVE ABILITY

- a. Attention to Detail- ability to handle administrative details punctually, accurately and effortlessly.
- b. Anticipation of Contingencies- ability to plan skillfully and organize simultaneous activities.
- c. Effective Use of Team Members- ability to make impartial assessments of people and assign them suitable functions.
- d. Experience With Government- experience in working with legal and bureaucratic procedures.

Requirement #3: INTERPERSONAL RELATIONS

- a. Empathy- attentive to the needs of co-workers and subordinates.
- b. Relationship with Colleagues- ability to inspire confidence and effective working relationships.
- c. Courtesy and Good Taste- observation of common courtesies, good taste and conventions.

## B. JOB ORIENTATION

Requirement #4: MOTIVATION AND DRIVE

- a. Responsibility for Attaining Objectives- ability to exert requisite direction and push to get the job done.
- b. Initiative- disposition to be an alert, reasonably aggressive self-starter.
- c. Energy and Effort--possesses drive to produce on an assignment.

Requirement #5: ACCEPTANCE OF CONSTRAINTS

- a. Acceptance of Governmental Constraints- willingness to function in quasi-official role as part of USAID structure.
- b. Acceptance of Established Policies- understanding and acceptance of USAID goals and mechanisms and willingness to operate within them.
- c. Dictates of Diplomacy- tactfulness and avoidance of offending people.

Requirement #6: DEVELOPMENT COMMITMENT

- a. Development Philosophy- demonstration of concern for development of self-reliance, autonomy, local participation and human resource development.

## C. EMOTIONAL MATURITY

Requirement #7: CHARACTER

- a. Personal Integrity- commitment to best interests of project over other possibly conflicting interests.
- b. Personal Conduct- temperate social behavior.

Requirement #8: PERSONAL SECURITY

- a. Open-Mindedness and Objectivity- ability to assess all options objectively, acceptance of advice without defensiveness
- b. Ability to Admit Mistakes- admittance of error without undue excuses.
- c. Secure Personal Status- relaxed about personal status and dignity.

## D. LEADERSHIP

Requirement #9: POISE

- a. Avoidance of Precipitous Action- ability to remain unflappable in high pressure or crisis situations and respond constructively to setbacks.

Requirement #10: DECISIVENESS

- a. Inspire subordinates- ability to inspire confidence of team members and elicit their best efforts.
- b. Decisiveness and Firmness- ability to make decisions and take firm and timely action.
- c. Taking Appropriate Risk - possesses sufficient self-confidence to modify plans and agreement when necessary.

Requirement #11: POLITICAL FINESSE

- a. Sensitivity to Subtleties- ability to grasp "hidden agendas" and deal with them appropriately.
- b. Selection of Appropriate Tactics- ability to plan appropriate strategies and elicit co-operation from colleagues.

## APPENDIX B

EXAMPLE OF TERMS OF REFERENCE FOR A TYPICAL MASS MEDIA COMMUNICATIONS  
CONSULTANT TEAM

1. Team Leader (specialist in educational technology and comparative education planning)
  - I. Develop the detailed plan of work.
  - II. Assist in recruitment of team of technical advisors.
  - III. Serve as liaison to the host country counterpart team.
  - IV. Cooperate with the counterpart team leader to:
    - A. Supervise and coordinate the work of the technical advisors;
    - B. Evaluate the work of each of the technical advisors;
    - C. Serve as liaison with the government and AID officials;
    - D. Assemble the various reports from each of the technical advisors;
    - E. Prepare the final draft project report with the assistance of technical advisors.
  
2. Specialist in radio and low cost multi-media software production and audio-visual use (including games, graphics, and print materials)
  - I. Develop short summary of media combinations in Latin America and elsewhere for rural development.
    - A. What seems to work best?
    - B. What is most appropriate to the country?

- II. Undertake short survey of multi-media use in the country
  - A. Levels
    1. Government (in greatest depth)
      - a. Formal education
      - b. Nonformal education
        1. Health and related areas
        2. Agriculture and related areas
        3. Literacy
        4. Other
    2. Private (as it may be available or useful in education)
    3. National
    4. Local and regional
  - B. Types of media
  - C. Cost, performance, and quality
  - D. Types of facilities
- III. Determine feasibility of a project in basic community education in terms of audio-visual and multi-media production
  - A. Sufficiency of available resources
  - B. Capacity for improvement and expansion  
local personnel
  - C. Desire of \_\_\_\_\_ to participate in the program
  - D. Sufficiency of present organization
- IV. Develop plan for the development of audio-visual and multi-media production for the program

- A. Kinds of material necessary to reach the target population, in relation to their:
  - 1. Social and cultural characteristics
  - 2. Levels of schooling and literacy
  - 3. Location
  - 4. Languages
  
- B. Kinds of material necessary for the education and information to be provided in the program, including:
  - 1. Health, home economics, nutrition, and family planning
  - 2. Agriculture, cooperatives, and credit unions
  - 3. Literacy (as related to better utilization of information in health and agriculture)
  
- C. Integration of the media in terms of availability of human and physical resources
  - 1. Means of distribution of material
  - 2. Relationship to professional change agents and to local monitors
  - 3. Availability of radio stations and sets
  
- D. Design for activity in audio-visual and multi-media production for the program
  - 1. Relation of centrally produced to locally produced materials
  - 2. Breakdown of tasks over time, especially supply of hardware and programs as needed
  - 3. Methods to evaluate effects of material on the target population (with advisor on educational research)
  - 4. Ways to move from a small-scale to a large-scale project

- E. Specific technical and material assistance required
  - 1. Types of technicians and length of stay
  - 2. Types of materials and dates needed
- F. Administrative organization required
- G. Training of local personnel required

3. Specialist in radio and other communications hardware

The principal activity of the specialist will be to prepare a report on the technical and hardware aspects of alternative approaches for using the communications media for rural development purposes. The report should cover the areas outlined below.

I. Short summary of kinds of communications hardware used to reach the rural community in the country and elsewhere.

- A. What seems to work best?
- B. What configurations may be appropriate?

II. Short survey of communications hardware as may be related to a program in community education with respect to radio and other media:

- A. Government
  - 1. Coverage
  - 2. Numbers
  - 3. Studies
  - 4. Quality of equipment
  - 5. Quality of signals

- B. Private educational
  - C. Private commercial
  - D. Geographical problems
  - E. Present extent of and plans for rural electrification
- III. Criteria for selection of communications hardware for the program
- A. Geography
  - B. Present organization of communications systems
  - C. Size of expected experimental areas
  - D. Number of expected simultaneous broadcasts
  - E. Average number of hours of broadcasts
  - F. Availability of radio receivers
  - G. Information and education to be provided
  - H. Use of local monitors and professional change agents
  - I. Other
- IV. Specific information on communications hardware
- A. Role (if any) of television in the rural areas
  - B. Types of radio broadcasts: AM or FM
  - C. Types of radio receivers
  - D. Location: central radio station in one department and/or several local stations
  - E. Possibility of two-way radio communication
  - F. Relationship of radio stations in differing experimental areas (ways of communicating with each other)
- V. Design for installation of communications hardware for the program
- A. Needed hardware and schedules required for installation
  - B. Methods for evaluation of quality and extent of signal
  - C. Ways to move from a small scale to a large scale program

- VI. Administrative organization required
  - VII. Specific foreign assistance requirements
    - A. Technical advisors in installation and use
    - B. Equipment
  - VIII. Training required
    - A. Level: national and local
    - B. Location: host country and abroad
  - IX. Costs
4. Specialist in research and evaluation and education in rural areas and low-income groups

Principal activities will be to assist the team leader in the design of the program, particularly with regard to:

- I. The identification, analysis and review of existing data and determination of the need for and methods for obtaining additional data useful to the feasibility study. The focus will be on data to aid the overall team to determine:
  - 1. National goals and objectives for rural development
  - 2. Location of the program
  - 3. Target population
  - 4. Information and education content
- II. Development of a monitoring and evaluation plan appropriate for the measurement of the progress of the project defined by the feasibility study. Such an evaluation plan will also include a model for systematic feedback and formative evaluation.

With respect to number I above, data will be collected and analyzed in relation to:

- a) present knowledge of target population in health, agriculture and literacy;
- b) relevant social, cultural, and artistic characteristics of the rural population;
- c) aspects of present role of communications media;
- d) identification of opinion leaders and other community change agents who impact on rural development;
- e) geographical and logistical information with respect to rural communication, transportation and interaction with urban communities.

With respect to II above, depending on the character of the project defined by the team, the specialist will develop an evaluation plan which may give attention to the following:

A. Evaluation

1. What to evaluate

- a) Changes in awareness, in opinion, and in adoption of innovations
- b) Usefulness of education and information provided
- c) Role of the media in accomplishing rural development objectives of project

2. How to evaluate

- a) Most useful methodology, given time and personnel
- b) Scope and limits

- B. Expansion from smallscale to a national program
  - 1. Suggested time span until we begin to get measurable results
  - 2. How to build in evaluation as program expands
  - 3. Criteria for expansion
  
- C. Personnel requirements for evaluation and continuing research
  - 1. Host country capacities
  - 2. Technical assistance required
  - 3. Training of local personnel required
  
- D. Administrative organization required for evaluation and research

5. Specialist in Economics and Finance

- I. Assist in developing preliminary criteria for selecting cost-effective program size alternatives for different use-populations and messages.
  
- II. Assist in the economic and financial analysis of the basic scope and design of the project, in the related development sectors, e.g. agriculture, health, nutrition, family planning, education. In the above, assist in estimating input costs for major capital and recurrent components of the best alternative hardware and software configurations.
  
- III. Assist in formulating economic and financial considerations pertinent to the development of feedback/evaluation systems where these concentrate on both quantity and quality of resources needed to administer and analyze the effectiveness of mass media programming.

IV. Assist in preparing the economic and financial portion of the team report in three overlapping areas:

- A. National resource costs
- B. Provincial net resource costs
- C. AID/other donor resource costs

Each of these categories will include estimates of anticipated per/user expenditures (capital and recurrent), private cost (where realistically estimable), import component costs (foreign exchange requirement), and local currency costs.

V. Consult with appropriate national and provincial officials and technical staffs in the public and private sectors.

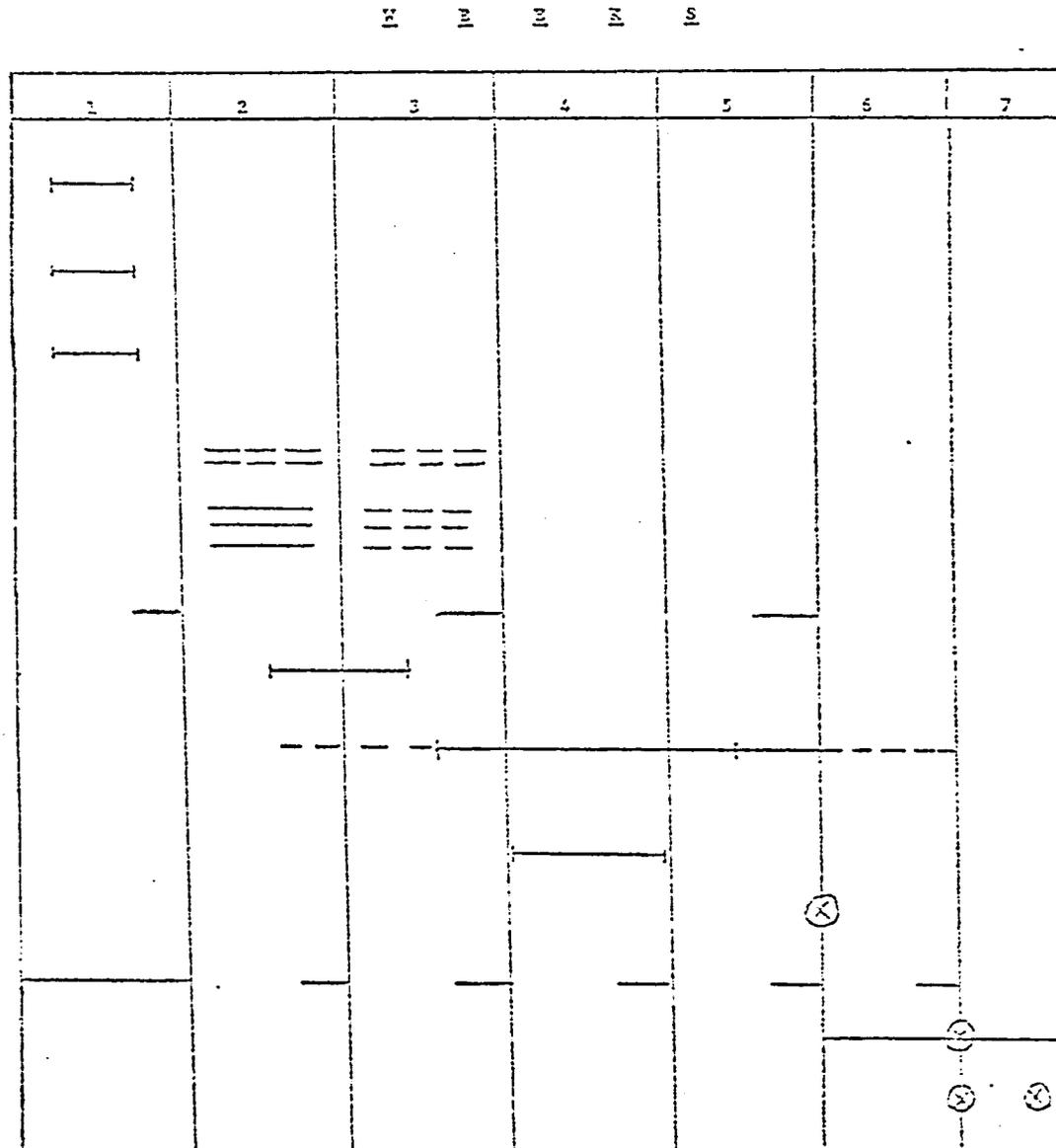
VI. Prepare his findings and conclusions in written form suitable for use in preparing the project review paper.

EXAMPLE OF CHARTING TEAM ACTIVITIES

APPENDIX C

TENTATIVE SCHEDULE OF ACTIVITIES FOR CONSULTANT TEAM

1. Orientation meetings with AID officers, Ministry officials, and counterpart team
2. Review of work outline and subject specialists' tasks with the counterpart team--revise as necessary
3. Meetings with Ministry officials, AID officers in health, education, agriculture, Mission Director, and others
4. Meetings for data gathering through interviews with Ministry and other officials
  - A.) Principal Ministry officials
  - B.) Operating agency of department representatives within Ministries
  - C.) Private agencies involved
5. Periodic meetings with assessment team
6. Initial short-term field visits
7. Each advisor with counterpart team members pursues work in area of specialization (includes ongoing data gathering and further investigation)
8. Visits to probable project sites
9. Preparation of individual draft reports
10. Periodic group meetings between advisors and counterparts (Evaluation of progress to date and what remains to be done)
11. Report integration period
12. Report presentations
13. Report to AID/TAB or regional bureau in Washington, DC



## APPENDIX D

KEY ELEMENTS IN AID PROGRAM CYCLE

- STEP I. Congressional Mandate  
Policies and areas authorized for funding.
- STEP II. Development Assistance Program (DAP I)
- A. CHARACTERIZATION OF DEVELOPMENT GOALS AND PROBLEMS
1. Specification of Development Goals (e.g. rural development)
  2. Identification of Obstacles to Achievement of Sector Goals (e.g. lack of basic learning skills--literacy and numeracy--in rural population, which precludes achievement of sector goals of increasing small farmer productivity)
  3. Priority Ordering of Major Problems
  4. Identification of Human Resource Development Needs  
Derived From Characterization of Priority Development Problems
- STEP III. Sector Assessment (DAP II)
- B. PROFILE AND ANALYSIS OF THE LEARNING SYSTEMS
1. Descriptive Profile of Learning Systems
    - a. Formal Schools
    - b. Private Formal Schools
    - c. Other Government
    - d. Other Private
  2. Analytical Review of the Profile
    - a. Costs and Finance
    - b. Structure of Costs and Potential for Improvement in Internal Efficiency
    - c. Equity Impact of Current Structure (by levels and types of participants)

d. Role of Education in Other Sectors

C. EXTERNAL EFFICIENCIES OF LEARNING SYSTEMS

1. Relation of Output to Priority Development Needs
2. Identification of Human Resource Development Gaps

D. REVIEW OF ALTERNATIVE BASES FOR PROGRAM IDENTIFICATION

1. Clarification of Learning Problems
2. Activities of Other Agencies
3. Assigning Priorities to Solutions of Learning Problems

E. PROJECT DOCUMENTATION

Use of Revised Logical Framework (Log Frame). This is a project planning and evaluation device. Through the use of a matrix it:

- a. defines project inputs, outputs, purpose, and higher sector/program goal in measurable or objectively verifiable terms;
- b. hypothesizes the causative (means-end) linkage between inputs, outputs, purpose, and goal;
- c. articulates the assumptions (external influences and factors) which will affect the causative linkages;
- d. establishes the indicators which will permit subsequent measurement or verification of achievement of the defined outputs, purpose, and goal.

STEP IV. Project Identification Document (PID)

- A. Summary of the Problem to be addressed and the Proposed Response
- B. Financial Requirements and Plans
- C. Development of the Project
  1. How will the Project be developed?

2. What is the proposed time frame for project development?

3. AID resources required for developing the project

D. Issues of a Policy Programmatic Nature

STEP V. Project Review Paper (PRP)

A. Priority and Relevance

B. Description of the Project

C. AID and other Relevant Experience

D. Beneficiary

E. Feasibility Issues

F. Other Donor Co-ordination

G. Financial Plan

H. Implementation Plan

I. Project Development Schedule

STEP VI. Project Paper (PP)

A. Summary and Recommendations

1. Face Sheet Data

2. Recommendations

3. Description of the Project

4. Summary Findings

5. Project Issues

B. Project Background and Detailed Description

1. Background

2. Detailed Description

C. Project Analyses

1. Technical Analysis including Environmental Assessment
2. Financial Analysis and Plan
3. Social Analysis
4. Economic Analysis

D. Implementation Planning

1. Administrative Arrangements
2. Implementation Plan
3. Evaluation Plan
4. Conditions, Covenants, and Negotiating Status

EXAMPLE OF DEVELOPMENT OF GOALS FOR THE EDUCATION SECTOR\*

<u>National Goals</u>	→	<u>Sectoral Goals</u>
		<u>Agriculture</u>
1) Reactivate Economic Goals		1) 4.5% growth rate 2) New agricultural reform 3) Basic agraria development 4) Income redistribution 5) Productive employment 6) Rural goods and services 7) Balance of payments 8) Basic Rural Educational Reform 9) Literacy training 10) Skill training centers 11) Involvement of universities in rural areas
2) Strengthen independence through diversification of exports		
3) Improve personal and geographic distribution of income		<u>Industrial</u>
		1) Balance of payments 2) Decentralize industry 3) Rebuild and develop small and medium sized industries 4) Develop chemicals, plastics, fruits, and textiles
4) Reconstruct Managua and eliminate dislocations caused by the earthquake		<u>Education</u>
		1) Reform formal and non-formal 2) Emphasize practical and prevocational training 3) Train for world of work 4) Priority to teacher training 5) More funds 6) Reduce illiteracy 7) Deal with drop-outs 8) On-the-job training 9) Rural emphasis
		<u>Construction</u>
		1) New jobs 2) Houses, roads and energy plants 3) Production of basic materials
		<u>Infrastructure</u>
5) Strengthen connections with Central American movement		1) Electric programs to aid industrial resettlement 2) International co-operation on the production of electricity 3) Road system 4) Open up Atlantic Coast 5) Improve ports 6) Improve rail system 7) Expand telecommunications
		<u>Health</u>
		1) Better sanitation 2) Assistance to children, newborns, and pregnant mothers 3) Emphasize rural sector 4) Water and sewer systems 5) Longer life expectancy 6) Reduce diseases

National Goals (on the left) are broken down into Sector Goals. Education Sector Goals (in the middle of the second row) are translated into Ministry of Education Goals, which in turn are broken down into specific levels.

<u>Ministry of Education Goals</u>	→	<u>Goals by Educational Level</u>
		<u>Primary</u>
1) Emphasis upon farming and ranching skills		1) National unity and dead to serve the nation
2) Promote private participation in agriculture		2) Spiritual values
3) Promote community involvement in school construction		3) Eliminate violence and aggression
4) Help poor families and poor communities to receive education		4) Democratic conscience
5) Coordinate and plan with other sectors		5) Family unity
6) Technical education emphasis		6) Health habits
7) Promote efficient educational administration		7) Worthy use of rest, recreation, and leisure
8) Preparation of teaching and administrative personnel		8) Scientific attitude
9) Evaluation of content, administration, and teaching methods		9) Correct usage of national language
10) Human resource development through technical education		10) Vocational guidance
11) Study the feasibility of educational television		11) Central American integration
12) Use national and international funds to rebuild schools in Managua and in the rest of the country		12) Social interaction
13) Educational reform following a thorough evaluation		
14) In-service education at the National Center		<u>Secondary/Academic</u>
		1) Provide additional learning
		2) Prepare for higher education
		3) Citizenship
		4) Prepare for socio-economic life
		<u>Moral</u>
		1) Prepare to teach
		2) Psychological-scientific base
		3) Community education
		4) Rural problems
		<u>Agricultural</u>
		1) Prepare farmers
		2) Improve farming and livestock
		3) Prepare for higher studies in agriculture
		4) Improve rural communities

## APPENDIX F

MASS COMMUNICATIONS INVENTORY

I. Basic Inventory				
Medium	Present Facilities	Coverage Area	Audiences Reached	Services Performed
Radio	_____	_____	_____	_____
Newspapers	_____	_____	_____	_____
Films	_____	_____	_____	_____
Books	_____	_____	_____	_____
Magazines	_____	_____	_____	_____
Television	_____	_____	_____	_____

## A. Radio

1. How many transmitting stations are there, what is their power, and what areas do their signals reach?
2. Are the transmitters and studio equipment modern?
3. How many receivers are there, how many of them individually owned, how many in public places, how many in working order?
4. How many and what kind of people listen to the radio, so far as that is known?
5. What do people use the radio for, what services do they expect of it, what do they think of it?
6. Is it being used in schools, or otherwise for training, and if so to what extent and with what result?
7. What content is the radio carrying, what sorts of needs and interests are its programs designed to serve, and what

**B. Newspapers**

1. How many are there and where are they?
2. What kinds of printing equipment have they?
3. How many of them are served by news agencies?
4. What is the supply and cost of newsprint?
5. To what areas do they circulate copies?
6. How large are their circulations, and how reliable are circulation figures?
7. How do circulation totals compare with numbers of literates?
8. What is known about secondary uses of copies--that is copies read by or to persons who are not subscribers?
9. What kind of picture of environment would a person get by reading one of these newspapers?
10. How well do they cover local news, national news, foreign news?
11. How well do they represent the news and themes of national development?
12. What do the people think of the newspapers; do they trust them?
13. Do they feel the papers are serving major needs for information?

**C. Films**

1. Where are films made in the country, how many and what kind of films?
2. What kinds of film-making equipment do the studios have?
3. What facilities exist for exhibiting films: how many

theaters, projectors in schools or other public places, film vans?

4. How many and what kinds of films are imported?
5. What is known about the size and composition of film audiences?
6. Are films being used in the schools or otherwise for training, and if so to what extent and with what results?
7. What kinds of films are available for viewing in the country, and what kinds of needs and interests do they seem to serve?

D. Books

1. What are the country's facilities for publishing and printing books?
2. What percentage and what types of books are printed locally, and what percentage and kind are imported?
3. What facilities exist for selling and otherwise distributing books?
4. How nearly adequate, in number and quality, is the supply of schoolbooks? Technical books? Reference books?
5. What is the annual sale of books by type?
6. Can they be bought in all parts of the country?
7. Where are libraries available and what kind of contents do they maintain?
8. In general, how does the supply of available books represent the topics most urgent to the country at a given time?

**E. Magazines**

1. What types of magazines are published, and what printing and publishing facilities exist for the purpose?
2. Where do they circulate, and what are the facilities for circulation?
3. How large are their circulations, and how reliable are these estimates?
4. What type of content is going to readers through these magazines?
5. What needs and interests do they seem designed to serve?

**F. Television**

1. How many transmitting stations are there, what is their power, and what areas do their signals reach?
2. Are the transmitters and studio equipment modern?
3. How many receivers are there, how many of them individually owned, how many in public places, how many in working order?
4. How many and what kind of people watch television, so far as that is known?
5. What do people use the television for, what services do they expect of it, what do they think of it?
6. Is it being used in schools, or otherwise for training, and if so to what extent and with what results?
7. What content is the television carrying, what sorts of needs and interests are its programs designed to serve, and what language groups can use it?

II. Elements and Services

Element	Present Development	Projected Development	Measure of Adequacy
Literacy	_____	_____	_____
Schooling	_____	_____	_____
Electrification	_____	_____	_____
Transportation	_____	_____	_____
Postal service	_____	_____	_____
Telephone and telegraph	_____	_____	_____
News agency	_____	_____	_____
Training	_____	_____	_____

A. Literacy

1. What is the best present estimate of illiteracy in the country?
2. Where are the illiterates, and how can they best be reached with information?
3. At what rate is the proportion changing, and what future rate of change may be counted on?
4. Could the society absorb more literates if they were produced?

B. Schooling

1. What proportion of children of different ages are in school?
2. How long do they stay in school?
3. How many of them stay long enough to acquire and retain functional literacy?

4. What is the proportion of people with different amounts of education at present, and what is it expected to be ten years from now?
5. Where are primary schools not available, secondary schools, technical schools?
6. To what extent are the developmental needs for educated persons now being met?

C. Electrification

1. Where is electricity now available?
2. What proportion of the villages are connected to the mains?
3. What expansion is planned?
4. To what extent now, and to what extent ten years from now, will the lack of electrification retard the use of radio and the growth of other mass media?

D. Transportation

1. To what extent does the availability of roads, public transportation, and vehicles now handicap the circulation of printed materials and films, and the maintenance of electronic communication machinery?
2. What is the situation expected to be like in ten years?

E. Telephone and telegraph

1. How extensive and efficient are these services?
2. How costly are they?
3. Do they retard the coverage and circulation of news?

4. What expansion is planned, and is it likely to be adequate?

F. News agency

1. Is there a national news service? And if so, what news exchange does it have, outside the country?
2. How adequate is the flow of news to it within the country?
3. What correspondents does it maintain?
4. What kind of service does it give subscribing newspapers?
5. Is it able to offer its service at a cost small newspapers can pay?
6. What plans has it for expanding its service?

G. Training

1. Is development or efficient use of the mass media now being held back by scarcity of trained personnel?
2. If so, what kind and how many trained persons are likely to be needed?
3. What facilities are there in the country for training these kinds of employees?
4. What facilities and programs are there for upgrading present staffs?
5. What are the likely dimensions of future needs for trained personnel?

## III. Import, tariff, and tax policy

Type of Policy or Law	Present Situation	What It Accomplishes	Effect on Mass Communications
Import restrictions (e.g. on newsprint; printing, broadcast, and film equipment; film stock, etc.)	_____	_____	_____
Tariffs (on communications materials of kind mentioned above)	_____	_____	_____
Taxes (on communication materials and enterprises)	_____	_____	_____

- A. Present situation--What is the effect of quotas, tariffs, and taxes as they apply to the communications industry?
- B. What each policy or law accomplishes?
  1. Does it protect local industry?
  2. How much money, if any, does it bring in?
  3. How much foreign currency does it save?
- C. Effect of each on mass communication
  1. Is it in any way harmful to growth?
  2. Does it reduce the supply of newsprint, projectors, cameras, presses, radio receivers, or any other supplies below the level of need?
  3. Does it make it hard for privately owned media to operate profitably?
  4. What other effects on the media or their services can be attributed to it?

IV. Major Programs of Development

Literacy

Formal Education

Nonformal Education and Training

Basic Education

Agriculture

Nutrition and Health

Population and Family Planning

A. What Are Media Now Contributing: For each area, what is the extent of uses of mass media, members, types, in what combinations, coverage, results?

B. What Media Could Contribute

1. For each area, to what extent could mass media supplement or reinforce activities already underway; planned for the future?
2. Where and on what subject is the flow of information now inadequate for the purposes of development?

V. Development Goals Involving Mass Media

For each area of activity, indicate development goals involving the uses of mass media.

VI. Estimate of Requirements

A. New and upgraded facilities

1. How many new radio transmitters and studios will be required, or how can the range of present transmitters be extended?

2. Where are new newspapers needed; theaters, libraries?
3. What expansion, if any, is indicated in the printing industry?
4. If television is in the plan, what will it require in the way of transmitters and studios?
5. What expansion, if any, is needed in film-making facilities?

B. Equipment

1. How much printing machinery must be added?
2. How much radio and television transmitting equipment? Cameras, sound recorders, and other film equipment, radio and television receivers, film projectors, film vans, and so forth?

C. Supporting services and materials

1. What order of need can be forecast for newsprint, for the extension of electric mains throughout the country?
2. Need for the development of a radio manufacturing industry?
3. Need for radio and television maintenance services?
4. Need for the provision of raw film?
5. Need for additional telecommunication services?
6. Need for improved transport or postal service?

D. Organizations

1. If there is no national news service, should there be one?
2. Should there be organizations to distribute films to schools or adult education centers?

3. Are state and national information organizations adequate to provide the information materials needed, and if not, what are the requirements?

E. Trained personnel

1. What will be the needs of the mass media, over the next years, for trained personnel in both technical and editorial-production activities?
2. What training institutions or programs will be needed to provide them?
3. What information service personnel, field or central, must be trained in efficient use of the mass media, and what are the requirements for training them?
4. Who will train the trainers, if they are not already available?
5. What in-service training will be necessary to upgrade present personnel of the media or the information services?

F. Research Guidance

1. How extensive are the needs for communication research likely to be over the next years?
2. How much call will there be for pretesting, audience studies, studies of campaigns, evaluations of programs?
3. What research personnel or research facilities, in addition to those already available, will be required?
4. What, if any, arrangements must be made to train research personnel?

G. Government administrative and legislative action

1. What is indicated that the government should do about import restrictions, tariffs, and taxes on informational materials and services?
2. What legislative actions will help to establish the positions of the media?

H. Capital

1. What price tag can be put on each of these requirements?
2. How much for capital investment, how much for operating funds?
3. How much for import, how much for use within the country?
4. How much will go into productive industry (e.g. radio or newsprint manufacture), how much into service activities (e.g. radio broadcasting)?
5. How much can be expected of private capital (e.g. investment in privately owned media), how much must be government capital?
6. How much is recoverable (e.g. advertising, sales, receiver license fees, and the like)?

## APPENDIX G

EXAMPLES OF TYPICAL SECTOR ACTIVITIESAgriculture

- research information dissemination (basic, applied, socio-economic) to develop appropriate crop/livestock technology (yield increasing/cost reducing)
- delivery of variable inputs (fertilizer, seeds, pesticides)
- seed multiplication
- livestock veterinary services, cattle dips, water supplies, marketing routes
- intermediate technology/cost reducing machinery
- price stabilization schemes
- housing sites and services
- settlement (spontaneous, organized)
- pricing and marketing information
- crop diversification
- food distribution systems
- delivery of financial services (credit, savings)
- marketing facilities
- storage facilities
- small scale industries (agro, processing, manufacturing)
- rural access roads
- irrigation
- drainage
- flood control
- water management
- domestic water supply
- rural electrification

- groups/organizations (co-operatives, farmers' organizations, water user associations
- manpower training (farmers, credit supervisors, teachers, economic planners, basic, non-formal)
- construction of buildings (schools, clinics, administration centers)
- rural public works (employment/asset creation

#### Health

- preventive, promotive, curative medicine
- environmental health services to modify biological hazards to human life from the immediate environment

#### Population and Family Planning

- birth control information for fertile-age and pre-fertile age persons
- distribution of contraceptive materials

#### Nutrition

- improvement of hygiene habits
- information regarding the health value of foods consumed
- increased production of small animals
- improvement of weaning foods for babies
- prevention of spoilage of food products at the farm and home level
- school garden

Education (nonformal)

Because of the difficulty of defining and categorizing the various activities in this broad field, the examples listed below illustrate, rather than define, the range of activities in nonformal education.

- out-of-school courses for literacy, numeracy, civic, and vocational education
- courses which extend general or pre-vocational schooling (secretarial schools, military technical training, correspondence)
- apprenticeship and on-the-job training
- in-service training for upgrading professional skills
- extension services for agriculture and small businesses
- out-of-school group activities (youth clubs, young farmers' clubs, apprentice guilds)
- instruction for women in health, sanitation, nutrition, child-care; education for adults in family planning
- education for local groups which promote community efforts, such as cooperative associations

EXAMPLE OF ANALYSIS OF CONSTRAINTS IN FORMAL EDUCATION\*

Outline of constraints to the achievement of national and education sectoral goals with recommendations for the field of education.

<u>Constraints</u>	<u>Recommendations</u>
<u>Overall Development Constraints</u>	<u>A. Structural Reforms</u>
1. Dependence on a few experts	1. Administration, management planning
2. No control on orderly industrial growth	2. Data analysis
3. Lack of systems to improve	3. Intersector coordination
4. Urban development overemphasis	4. Supervision
5. Scarcity of skilled labor and equipment, books and facilities for their training	5. Salary scales
6. Overcoming the 60% capital loss in the earthquake	6. Full-time teachers
7. Negative balance of payments	7. School maintenance
8. Excessive reconstruction needs	8. National Education Center
9. Inflationary pressures	9. Textbooks and supplies
10. Lack of or decrease in foreign financing	<u>B. Rural Education</u>
<u>Education</u>	1. Regional learning centers
1. Resistance to change	2. Radiophonic schools
2. Ministry internal coordination/cooperation	3. Farmer-agricultural schools
3. Appointment process	4. Private non-formal support
4. Job definitions and requirements	5. Rural schools for community activities
5. Ministry personnel training	6. Vocational and agricultural teacher training
6. Decision making process	7. Rural school curriculum
7. Ministry facilities	
8. Inter-agency, interministerial coordination	<u>C. Other Recommendations</u>
9. Post-secondary institution	1. University technical education
10. Supervision	2. Administration and management courses
11. Teacher training	3. Teacher incentives--study and design
12. Pupil/Personnel accounting	4. Felt needs and learning needs study
13. Teacher benefits and incentives	5. Human resource manpower study
14. Data availability and use	6. School drop-out and retention study
15. Facilities/maintenance	7. Campaign for rural education support
16. Curriculum	8. Financial considerations
17. Teaching methodologies/instructional systems	
18. Access/retention rates	
19. Personnel capabilities	
20. Unions/professional associations	
21. Rapid growth/high attrition	
22. Educational planning	
<u>Financial and Economic Constraints</u>	
1. Lack of financial resources to expand	
2. Credit financing	
3. Disbursement of funds	
4. Trade and price fluctuations	
5. Family student costs	
6. Private sector contribution	
7. Limitations on extent of external assistance	

\*AED, Nicaragua Education Sector Assessment 1975, December 1975.

EXAMPLES OF USES OF MASS MEDIAFormal Education

- Elementary -- reaching maximum audiences, particularly in poorly served rural areas.
- providing materials which introduce concepts of nation-building and development.
  - ensuring that materials are relevant to life outside the school.
  - ensuring that materials are of sufficient quality.
  - ensuring that materials offer good teaching models, in a well organized and systematic way.
  - ensuring that materials relate to planned educational and curriculum change.
  - ensuring that materials can be used in a flexible, open fashion.
  - providing the widest possible range of relevant materials.
  - supporting the process of on-going curriculum changes.

Secondary and  
Secondary Vocational

- emphasizing subject areas which are relevant to adult life and vocational opportunities and which encourage realistic expectations.
- motivating pupils, and in particular, encouraging habits of rational thinking and inquiry.
- emphasizing the relationship of the school to its parent community and vice versa.
- emphasizing the concepts of nation-building, development, and social integration.
- producing materials which can be used in a flexible, open fashion.
- ensuring that materials offer good teaching models, in an organized and systematic way.
- supporting the process of on-going curriculum change.

**Teacher Education** - providing good teaching models, with adequate explanatory materials for support and guidance.

- involving teachers in program planning and evaluation.
- training teachers at all levels in media utilization.
- modernizing teaching methodology and supporting teacher training programs.

**Others** - addressing special programs to parents and explaining the rationale of modern education.

#### Non-Formal Education

**General Audiences** - reaching maximum audiences, especially in rural areas.

- providing programs for specific regions and sub-cultures.
- providing educational programming which is entertaining and attractive in its own right, for all levels of the adult population, which will, among other things, promote the concept of lifelong education.
- devising quality programming which involves audiences and encourages critical thought and inquiry.
- devising participatory programs at both local and national levels which offer a forum for dialogue and debate, and in particular, contact between different hierarchical levels.
- developing community programs which allow for individual and group expression and communication with parallel groups.
- devising programming which emphasizes development goals, fosters a sense of national identity and pride, and promotes social harmony.
- devising programming which emphasizes the value and importance of rural life.
- devising programming which encourages a realistic assessment of life and vocational aspirations.

**Vocational Audiences** - devising programming for specific professional and vocational groups (farmers, industrial workers, etc.) as a means of retraining them and updating their knowledge.

- providing support for existing vocational training programs.
- offering vocational and career guidance.

**Academic Audiences** - offering sustained courses for audiences with no existing opportunity for academic education.

- enriching the quality of existing educational programs.
- upgrading the status of formal classes (e.g., in functional literacy).

Training - providing special programs to train or retrain teachers in educational, social, and developmental fields.

- devising programs in support of existing training programs.

- keeping in contact with, and retaining the interest of, trainers and development workers.

EXAMPLE OF SCOPE OF WORK OF A FEASIBILITY AND  
PROJECT PLANNING STUDY

Terms of Reference for the Panama Mass Media Communications  
Feasibility Study

- o Identify the national objectives for development which relate to the improvement of rural areas -- redefine such objectives in terms of specific desired behavioral changes.
- o Diagnose characteristics and needs of the intended recipient audience within the rural population.
- o Analyze available data on previous and current studies on national and more specifically rural development.
- o Describe the existing networks of information and communication which may have the capacity or the potential to be used within a prospective educational program.
- o Analyze more specifically the utilization of low-cost technology, for example, a radio network system, audio cassettes, etc. Identify other complementary means to accomplish effective communication.
- o Analyze existing educational and development activities in the same target area. Specify successful outcomes and problems encountered in the attempts to fit the needs of the rural population.
- o Identify existing talents (individuals, agencies, organizations, ministries) and other resources to undertake the program for rural development.
- o Specify the main phases and steps for a program for rural development in line with previously defined objectives and resources. Analyze the importance of research component to monitor the effort in light of the specified objectives, content, method, instruments and evaluation criteria.
- o Define criteria, methods and types of evidence to assess the internal and external efficiency of the program, evaluation of the development and results of the proposed program.
- o Consider the socio-economic implications of the project as a nationwide project -- questions in relation to the continuum of a program for rural development.

the Planning Team envisages that the following procedures will be used in order to accomplish the tasks of the mission:

- (1) The team will develop a close working relationship with Panamanian counterparts, and with USAID/Panama especially focusing on:
  - (a) Panamanian objectives of a rural development program.
  - (b) Joint access to existing information concerning the rural sector.
  - (c) Understanding and agreement regarding the outcomes of this mission.
  - (d) A plan of work for the duration of the mission.
- (2) The Joint Team will explore existing information and communication networks which presently reach or potentially could reach the rural population, with regard to:
  - (a) Means of delivery and feedback.
  - (b) Content and reception.
- (3) The Joint Team will explore the characteristics of rural life in Panama as a basis for suggesting problem areas in which a program may be feasible. This exploration will include:
  - (a) Population distribution and concentration.
  - (b) Demography of the rural sector.
  - (c) Social and economic indicators.
  - (d) Problems as perceived by GOP, other entities, the people themselves.
- (4) The Joint Team will arrive at some conclusions regarding the feasibility of an educational program in the rural areas. If the above investigations show that such a program is feasible, the report will recommend its implementation and will make recommendations, suggestions for action, and comments with respect to:
  - (a) Information and education to be provided in:
    - o home economics
    - o nutrition
    - o agriculture
    - o health
    - o family planning
    - o cooperatives
    - o literacy (as related to better utilization of information in other areas).

(b) The location of the program and the target populations:

- age levels
- levels of schooling
- social and cultural characteristics
- geographic areas
- languages

(c) The means of communication:

- types and mixes of communication media
- hardware required - especially radio (both stations and receivers) and audio-visual equipment, such as slide projectors and tape recorders.
- graphics and book production needed
- radio and other programs to be developed

(d) The relationship of social and cultural features of rural Panama to the proposed project:

- ways to make the programs relevant to local community structure and beliefs
- social and cultural implications of a successful project

(e) Design of the program, using the system approach:

- implementation (with a breakdown of tasks over time)
- evaluation (to be built into the program from the start)
- expansion from a small-scale to a full-scale program

(f) Technical assistance requirements in:

- communications systems (both hardware and software)
- graphics design
- home economics

- nutrition
  - agriculture
  - health
  - family planning
  - cooperatives
- (g) Administrative organization required, including Panamanian staffing.
- (h) Training of Panamanians required at both the national and local levels, in Panama and abroad, in:
- administration
  - communications (hardware and software)
  
  - graphics design and book publication
  - subject matter areas
  - sociology and anthropology
- (i) Multi-year budget required for Panama government and external lending agencies.

ASSESSING THE STRENGTH OF INSTITUTIONS

The suggested criteria for assessing the strength of institutions is based upon AID's accumulated experience in institution-building overseas.\*

A. Leadership

1. How politically and technically well entrenched is the leadership in the power structure?
2. How deep is the leadership structure--one man, or several?
3. How bold and imaginative is the leadership in stimulating and rewarding performance?
4. How committed is the leadership to the innovative goals of the institution?
5. How skillful is leadership in linking the institution to other agencies so as to enhance its usefulness and success?
6. If the leadership pattern is not developing at a satisfactory rate, what change in strategy is indicated for the project?

B. Doctrine

1. Is the perceived new institutional role consistent with real country needs? Is it being accepted?
2. Is the new institutional doctrine well articulated by project leaders?
3. What proportion of the administration and professional staff understand and actively subscribe to the new doctrine?

\*Adapted from: Rigney, J.A., "The IB Model in Project Review and Maturity Testing," AID-CIC Conference on Institution Building and Technical Assistance, December, 1969.

4. What are the social and political conflicts generated internally and externally by the new doctrine? How well are these tensions being resolved?
5. What official and public acclaim is generated for the new doctrine?

C. Program

1. How completely has the institution developed the content of its new program?
2. How relevant is the program to country's needs and stage of development?
3. How widely is the new program understood by the staff? How strongly are they committed to it?
4. What is the congruence between new program and new doctrine? (Is the new wine being put in old bottles?)
5. What is the quantity and quality of results produced?

D. Internal Organization

1. Are there serious deficiencies in the organizational structure, or are most difficulties traceable to personnel weaknesses and conflicts which reorganization will not cure?
2. Has the institution been over-organized to the point of having "all chiefs and no Indians?"
3. Does the organization facilitate the guidance and leadership functions of management as well as the usual control functions?
4. Does the organization have incentive rewards for good service and evoke a sense of cohesion and loyalty among the staff?
5. Does the organization strike an appropriate balance between a sufficient "centralization of authority to provide leverage for change," and a sufficient decentralization to encourage middle management ideas, decision-making and responsibility?

E. Resources

1. What are the prospects for continued and increased financial support from indigenous sources, as against ad hoc support from external sources?
2. What is the capacity of the staff to bring their full technical training to bear on the institution's output? Are they over-trained or too specialized for the tasks at hand?
3. What provisions exist for upgrading the capability of existing staff and providing a continuing supply of new personnel?
4. What provision exists for maximizing the use of library facilities, documentation facilities, and new technologies?

F. Linkages

1. What services are being offered to other agencies that will encourage their support of the new institution? How strong are these linkages?
2. What is the status of conflict and competition, or co-operation and mutual support with other public agencies?
3. How effective are the publicity programs in attracting public acceptance and support?
4. How effectively is the product or the influence of the new institution being accepted by the public?

**LOGICAL FRAMEWORK  
FOR  
SUMMARIZING PROJECT DESIGN**

Project Title: Development Communication Centre

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p><b>Program Goal.</b> The broader objective to which the project contributes:</p> <p>System established at Federal and Provincial level to disseminate to rural audiences important and actionable information about agriculture, health, family planning and other development subjects.</p>	<p><b>Measures of Goal Achievement:</b></p> <p>Total annual budget of <u>  x  </u> provided for self sustaining effort.</p>	<p>Annual Development Plans and Budgets - Federal and Provincial.</p>	<p>Concerning long term value of program/project:</p> <p><b>Higher Goal:</b> Agriculture, Health and family planning behavior and practices among rural population modernized.</p> <p><b>Assumption:</b> Campaign messages affect behavior.</p>
<p><b>Project Purpose:</b></p> <p>Use of mass media in support of programs of nation building ministries improved and expanded in rural areas.</p>	<p>Conditions that will indicate purpose has been achieved: End of project status.</p> <p><u>  x  </u> media campaigns planned and carried out.</p> <p>Of these <u>  x  </u> campaigns feature target audience feedback and field participation of affected ministries</p> <p><u>  x  </u> rural population reached with messages in health, agriculture, nutrition and family planning.</p>	<p>1. Schedules of participating media agencies.</p> <p>2. Reports from village level facilitators.</p> <p>3. Letters from listeners.</p> <p>4. Sample Surveys.</p>	<p>Affecting purpose-to-goal link:</p> <p>1. Continued Government priority given to the improvement of health, agriculture and family planning practices among the rural population</p> <p>2. Media campaigns will be directed exclusively to social and economic objectives.</p>
<p><b>Outputs:</b></p> <p>Effective Federal Development Communication Centre established.</p> <p>Effective Provincial Centres established.</p> <p>Village level facilitators identified and trained.</p> <p>Procedures established for mounting campaigns.</p> <p>Training of participating ministry and media staff completed and participants in <u>  x  </u>.</p>	<p>Magnitude of Output necessary and sufficient to achieve purpose.</p> <p>1. Central Development Communication Centre with <u>  x  </u> sections.</p> <p>2. 4 Provincial Centres with staff.</p> <p>3. <u>  x  </u> village level facilitators identified and trained.</p> <p>4. Media and ministry personnel training in-country and abroad.</p>	<p>Staffing patterns and training records of Development Communication Centres and participating agencies.</p>	<p>Affecting output-to-purpose link:</p> <p>1. Federal and Provincial budgets sufficient to cover campaign costs.</p> <p>2. Sufficient qualified cadres of professionals and para professionals can be trained and placed in available positions in a timely manner.</p> <p>3. Participating media organizations and ministries will cooperate fully in this effort.</p>
<p><b>Inputs: Activities and Types of Resources</b></p> <p>1. Development Communication Centres personnel recruited for central and regional centres.</p> <p>2. Commodities: broadcast equipment, printing and reproduction facilities.</p> <p>3. U.S. technical assistance.</p>	<p>Level of Effort/Expenditure for each activity.</p> <p><u>  x  </u> no. of Development Communication Centre staff on board.</p> <p><u>  x  </u> amount of commodities purchased and delivered.</p> <p><u>  x  </u> no. of short-term consultants contracted for.</p>	<p>1. GOP recruitment records,</p> <p>2. Shipping documents, commodity orders, and project manager reports.</p> <p>3. Consultant contracts and reports.</p>	<p>Affecting input-to-output link:</p>

EXAMPLE OF A COMPLETED LOGICAL FRAMEWORK

APPENDIX I

I-1

## APPENDIX M

DILEMMAS IN EDUCATIONAL PLANNING: PROBLEMS OF CONSULTANTS

The four cases presented below are included to illustrate a number of representative kinds of problems that educational planners, whether resident or visiting consultant, sometimes face.

The cases are partly fictional in that the details do not correspond exactly to what actually occurred to any one consultant team.

On the other hand, the various incidents and events described in each case have all actually occurred at different times and in different places to different teams. Thus, the cases do present real and authentic dilemmas, and the fact that the total incident is actually a composite of smaller incidents should not lessen their value as illustrations.

By reading these accounts, others may be able to avoid, or at least lessen the impact of, serious problems that consultants face in the field.

## Dilemmas in Educational Planning - Case #1

### Uncovering Statistical Manipulation: The Search for Valid Data

A consultant team fails initially to check the validity of statistical data and is forced to reconcile widely differing figures.

Without pausing to get its bearings and become acclimatized to the exotic situation, the educational sector assessment team got off the plane and went to work. The setting—a small impoverished, developing nation with high illiteracy, high urban unemployment and a struggling economy with a predominantly agricultural base.

Getting to work meant meeting counterparts, pairing up according to similar specialities, and breaking off by twos to commence the first stage of the assessment — the gathering of data which would provide as complete a picture as possible of the current status of education in a broad context.

Not being familiar with the country, members of the consultant team found themselves heavily dependent upon the counterparts for sources of information, data, and their interpretation.

Ten people in five teams of two's can generate enormous amounts of data and this they proceeded to do. After the first week of data gathering, team members started to meet periodically to compare notes, impressions, and tentative conclusions. At the initial meeting, a hint of what later was to become a major problem, first appeared. One person made a passing reference to the total primary school enrollment in the country. Another questioned the figure and agreed to refer back to notes to see if there really were a discrepancy. There indeed was a substantial discrepancy, but through the press of events, the matter of verifying and reconciling the difference was postponed until some future date.

At subsequent meetings, data discrepancies cropped up periodically in conversations but were not taken too seriously because of the difficulty of dealing with the matter orally.

Not until each pair had written a draft report at the end of a month, and the drafts had been circulated and read by others did the data problem, only half-sensed previously, burst into view. Everyone was astonished to discover that the specialist in post-secondary education who had relied heavily on a counterpart from the area of higher education, the specialist in planning and management who had leaned equally heavily on an official of the Ministry of Education, and the educational economist who had spent his time with a representative of the central government budget and planning office, all had different and conflicting sets of data.

Whereas the outside consultants were peeved and frustrated that additional time and effort would now be needed to resolve the problem, the reactions of the counterparts were shock, disbelief, and astonishment. Because of their specialized roles, never had they become aware of the different sets of statistics emanating from different offices.

What happened next was even more revealing to them. A quick analysis uncovered the interesting "coincidence" that each set of figures - concerning budgets, enrollment, staff and faculty salaries and relative distribution of resources amongst the various levels and categories of institutions - tended to support quite divergent interpretations of the entire system and even quite differing explanations of the way the country had, or had not, implemented its professed goals.

At this late date it was impossible to fully check up on the sources of the statistics, analyze the process by which they had been gathered, check the underlying assumptions and the methods of presentation. Instead, the team was forced to fall back on considering which of the sources had the least vested interest in either inflating or deflating the figures.

This process of attempting to uncover alleged statistical manipulations perpetrated by various agencies came as a great surprise to the counterpart members of the team who had never thought to challenge the veracity of a published statistic. Several examples of what the team found will illustrate the problem.

1. <u>Primary School Enrollment</u>	<u>Total enrollment*</u>
a. Minister of Education in an interview .....	325,000
b. Director of Division of Primary Education in an interview ...	305,000
c. Ministry of Education published figures .....	302,000
d. Ministry of Planning published figures .....	240,000

Which figures were the most correct? The Minister of Education cited his figures in the context of boasting how much impact previous international assistance projects had had on enrollment. Surely they were <sup>rhetorically</sup> inflated. The Director of the Division of Primary Education was undoubtedly hyperbolizing by 1% over the published figures. The published figures for the Ministry would obviously be as high as possible in order to make the strongest claim possible for its share of the federal budget. On the other hand it could be expected that the Ministry of Planning's figures would be as low as possible to serve as a low base from which to attack the inflated Ministry's figures in the annual budget bargaining sessions. The team was able to ascertain that different assumptions had gone into the two Ministries' calculations. In arriving at its high figure of 302,000, the Ministry of Education had included pre-primary enrollment, all dropouts and had based their figures on initial registered enrollment on the first day of school. The Ministry of Planning, on the other hand, had excluded pre-primary enrollment, all dropouts and had based their figures upon steady attendance figures derived after a few weeks into the school year. Which assumptions were more correct and did they <sup>difference</sup> fully explain the wide discrepancy of 62,000 children? Or were

\* Actual figures have been changed.

there other hidden factors? There was no way to tell. The team finally selected the Ministry of Planning's figures as probably being the least biased although it seemed somewhat unfair to eliminate all dropouts since some children drop out late in the year.

2.	<u>Federal University Enrollment</u>	<u>enrollment*</u>
a.	University Registrar in an interview.....	8,700
b.	University published report .....	7,300
c.	Registrar of neighboring university in an interview ....	6,200

It was a known fact that the university was trying hard to increase its per student government subsidy. Which of these figures should be believed? The high figure of 8,700 given orally in an interview could be discounted as can most statistics that are not referenced to printed sources.

The estimate of the registrar at the neighboring university hinted that the university's own published figures were inflated. Since this could not be proven, the team, with some reluctance, had no alternative but to accept the published figure of 7,300.

3.	<u>Enrollment in a Technical School</u>	<u>enrollment*</u>
a.	Director's oral statement in an interview .....	930
b.	Ministry of Education's published report .....	675

The director insisted that his figure of 930 was correct and he could show the team the supporting evidence. He could not explain the low figure of 675. He suggested that either an error had been made or that someone in the Ministry had a vested interest in deflating the figure which he had submitted. How to handle this one? The team, at a loss to know what to do, arbitrarily split the difference between the two figures and arrived at an enrollment of 800, although no one was fully satisfied with this procedure.

\* Actual figures have been changed.

#### 4. The Ratio of Teachers to Pupils

By law, the maximum number of primary pupils per teacher was not to exceed 40. The number of teachers/<sup>and classrooms</sup> reported statistically in Ministry documents was consistent with the law and as were budget figures for teacher salaries. But when the assessment team conducted visits to selected primary schools they found many classrooms containing 50 students and a few that contained as many as 80. What was going on? Upon questioning, principals stated that these were temporary, emergency situations. But the teachers who were also asked to explain the excessive numbers reported, (out of hearing of the principal) that the "emergency" situation was not temporary and they knew of teachers in other schools with equally high numbers of students. Team members inquired into the role of Ministry supervisors who were supposed to make periodic visits and, among other things, verify compliance with the law regarding the 40 student ceiling. The principals claimed that supervisors did make their visits; teachers often denied this fact. It was also obvious that some schools had fewer teachers than indicated in Ministry records. The principals reported that this situation was temporary; teachers reported that the situation was not temporary.

Warning signals were up. The team realized that it might be touching upon a potentially explosive area, an area where it had no business to be. The questions about the discrepancy between stated and actual number of teachers ceased. The best interpretation of the problem was that honest errors in calculation and reporting had been made, or that estimated drop-outs would bring class size down to the legal limit by the end of the year. The most negative speculation was that supervisors and principals had some other vested interest in the outcome.

The team had no alternative but to fall back upon official Ministry figures. The ratio of teachers to pupils was reported as 1 to 40.

As a result of these and other discrepancies,

in its final report one of the teams's strongest recommendations was that the data-gathering functions of the Ministry be given substantial assistance.

At the end of the assessment the team was able to identify a number of lessons that had been learned.

- a. The misuse of statistics is probably as common in less developed countries as in technologically advanced countries, although the latter may have learned to do it in a more sophisticated fashion.
- b. Statistics that are presented orally or for which there are no references are grossly suspect.
- c. Much time can be wasted if an assessment team inadvertently gets locked into data from one particular source.
- d. To the greatest extent possible, data should be verified and double-checked from different sources; the vested interests of agencies should be analyzed and corrected for if possible.
- e. Much time and energy could have been saved if someone had been able to brief the team on data gaps, most and least reliable sources of data, and the kinds of strategy to follow when data problems would crop up. This function could have been performed by the team leader in a preliminary visit. Or if this were not feasible, an educational planner from USAID's staff might have given the team a thorough briefing on the status of educational statistics.
- f. Copies of Huff's paperback entitled, "How To Lie With Statistics" (see bibliography) should have been read by all members of the consultant team and then the copies presented as gifts to the counterparts.

## Dilemmas in Educational Planning - Case #2

The Refusal to Cooperate - Problems in Integrating Rural Development

A consultant team recommends cooperation between government agencies and discovers some bureaucratic "fact of life."

Can international funding for the construction of large numbers of primary schools and programs in rural areas be justified? This was the question which an assessment team sought to answer in a small, less developed country with a high rate of rural migration to urban areas and high rates of urban unemployment and over-taxed social services.

By every criterion, the existing rural schools were inadequate; unqualified teachers, dark, poorly ventilated, disintegrating one and two room school buildings, inadequate materials, an inappropriate rote-memory urban-oriented curriculum. In some rural schools the drop-out rate approached 100% by grade three. Why in these circumstances would parents bother to send their children to school in the first place? Members of the assessment team kept asking this question of teachers and parents. Among several types of answers the most frequently mentioned was: to give a child the outside chance of being able to progress through the grades and then move to the city. Although parents were realistic about the odds against this occurring, everyone knew of instances where, unpredictably, a child would perform an academic miracle and pass on to higher grades away from the rural area. Should this happen, and should the child find a job in the cities, the parents' fantasy (backed by some supporting evidence) was that money would be sent regularly to the farm and perhaps even permit the family to also migrate to the great city.

Given the situation, was construction of a large number of simple but modern primary school buildings, upgrading of rural teachers, and providing a modified rural-oriented curriculum a wise investment? Educational television was being developed for urban schools. Would their extension to the new rural schools be feasible and cost effective? Or would the project, if it

succeeded, simply guarantee the acceleration of the rural-urban migration rate?

Members of the assessment team knew that the record elsewhere for developing primary schools in rural areas was a mixed one. Not only were they expensive to maintain, difficult to staff with good teachers and support with good curriculum materials, but above all the price of success for better attendance, increased enrollment, and successful graduations was a faster migration to the city. On the other hand the government was under some pressure to alleviate the plight of rural people and the Ministry of Education's role in this effort was to produce more rural schools.

What should the assessment team recommend? The answer to this question was pursued through inquiries as to what other activities were taking place in the rural areas to improve the life of the peasant. The Ministry of Agriculture, with a long history of supporting farm extension agents, albeit at a low and inadequate level, was developing an ambitious plan for rural training centers that potentially would reach a large proportion of rural people. The centers would organize practical training programs for men and women and out-of-school youths. Simple workshops would be available for instruction on how to repair farm implements. Women would be taught canning, gardening techniques, home economics, and family planning. In addition the centers would serve as headquarters for an expanded extension-agent corps.

The advantages of linking the rural training centers with the primary school programs seemed obvious. With proper planning both might utilize the same buildings, the same workshop equipment, and possibly the same demonstration school gardens. In addition, new uses of educational television for adults might justify the inclusion of ETV sets in the primary school program. But perhaps most important of all, the assessment team foresaw the possibilities of changing students' inclination to leave the land when they could observe

day in, day out that their parents were learning new ways of producing a more satisfying life on the land. The possibilities of a joint program were discussed with middle-level officials of both the Ministries of Agriculture and Education. Their reaction was enthusiastic. They were fully aware of the problems facing uni-dimensional rural development projects and welcomed in theory, at least, the mutual reinforcement of these two programs.

With rough details of the combined plan worked out, the assessment team sought an interview with the Minister of Education. To the team's astonishment he politely but firmly vetoed the idea of a coordinated program. When pressed for an explanation, he conceded that he and the Minister of Agriculture were not on speaking terms, and, in fact, were political enemies. Besides, the problems of running a single Ministry were so overwhelming that joint projects would simply compound problems of both. When the team protested that technical assistance could be provided to assist with problems of coordination, the Minister insisted that the only way in which cooperation would take place would be by order of the President and that this, he knew, would not be forthcoming. Why, he asked, was the team so insistent on a coordinated program, when the proposed new primary school expansion was going to be difficult enough for his Ministry to develop, sustain, and finance? There was little more that could be said and the team left the interview.

What lay behind the Minister's apparently stubborn refusal to cooperate?

One member of the assessment team had developed a long-standing friendship with a middle-level official at the Ministry of Education. He sought out his friend who not only knew the Minister personally but also knew the inner workings of the bureaucracy. Together they set out to analyze the situation and speculate on what probably lay behind the Minister's refusal. The following points came out:

1. The Ministries in that country (as in most countries of the world) are powerfully entrenched, politically sensitive, unwieldy bureaucracies. In refusing to seriously entertain the possibilities of cooperation, the Minister was speaking in the name of a large ponderous, semi-autonomous organization over which, unknown to most outsiders, he actually had only marginal control. Like most large government bureaucracies throughout the world, this one had a momentum and purpose of its own developed through time which was only partly amenable to control. The problems of meshing even a small part of this bureaucracy with that of another may have seemed to him too difficult to accomplish.
2. The Ministers of Education and Agriculture annually locked horns in the battle to get a larger share of the national budget. Their respective agencies were semi-autonomous, subject to the orders of the President and financial constraints imposed by the President's Budget Bureau. Coordination of programs would be very difficult to even discuss in such a setting.
3. The respective ministers of government agencies held their posts through political appointment and consequently were perpetually jockeying for power. The Ministers of Agriculture and Education were political competitors for the favor of the President. If the President did not indicate an interest in cooperation, why take the chance of getting politically hurt?

4. The proposed coordination might weaken his authority and those of his rural teachers who would be working closely with agriculture personnel.
5. The plan would involve the close cooperation of personnel from two different civil service systems with differing pay scales, work hours, and promotion policies. Many problems might lie ahead.
6. Sharing the uses of educational TV would involve the intrusion of another echelon of Ministry of Agriculture TV programmers, production staff, directors, etc. which might have the effect of seriously weakening the Ministry of Education's power to control all educational TV in the country. On a more practical note, if a TV set broke down during a farmer's training course, who would have the set repaired by Monday morning in time for the children to watch it? Who would pay?
7. The Minister probably wouldn't subscribe to the argument<sup>still controversial</sup> that primary education can be made directly or even indirectly related to the improvement of rural life by children. The purpose of primary schools, as he probably saw it, is to discover at an early age who can profit from further education. Put more dramatically, the role of the primary school is to identify future Einsteins. While there are probably few in this category in rural areas, at least a democratic society provides them with a chance to emerge. Bright students and future Einsteins should migrate to the cities.
8. The basic purpose of education is to train the mind and to teach the basic skills. In order to do this, some isolation from life is necessary. The combination of adult rural centers, with their emphasis upon the practical, and primary schools with their emphasis upon the intellectual might make it more difficult for rural teachers to keep students' minds on books.
9. One cannot very well have two primary school curriculums, one for urban and the other for rural children.

10. The extension agents of the Ministry of Agriculture have long-established contacts in the rural areas and are usually more influential than the rural school teachers. In a cooperative program the extension agents might well move in to dominate areas now under the jurisdiction of the Ministry of Education.

After much further investigation and deliberation, the assessment team, with some misgivings, did ultimately recommend the primary school project and was able to elicit some Ministry of Agriculture cooperation at lower levels although most of the rural training centers and rural schools would be separate entities.

With this insight into the anatomy of a bureaucracy the assessment team arrived at three conclusions:

1. In many countries including this one, the impetus for large scale integrated programs must come from a level of government above that of the agencies in charge of the traditional sectors.
2. In assessing future rural development projects, one of the first elements to examine is the history of cooperation or lack thereof, between agencies engaged in rural work.
3. Even if an inter-Ministerial program could have been worked out, the problem of international development funding might have proven insuperable. After all, it is highly likely that the identical set of constraints would be found in the team's own international development bureaucracy back home.

## Dilemmas in Educational Planning - Case #3

The Breakdown of Team Consensus: A "Go" - "no Go" Impasse

A consultant team leader is faced with a split team.

What recourse does a consultant team leader have when one of his team members insists on preparing and submitting a dissenting minority report?

This was the problem facing a consultant team whose task was to assess the feasibility of a nonformal education program and also, if the decision were positive, to plan for a project.

At a briefing session in Washington prior to departure the scope of work was presented in unequivocal terms. The team was to survey the potential for a nonformal education project in a developing country and, if judged feasible, to develop a draft project design. Feasibility issues would include whether the selected location was appropriate as test sites for pilot projects to help the rural population develop salable skills, changes in health and other practices; the degree of support by national and local leaders; and cultural, social, political or institutional factors that might inhibit development.

If a project were deemed feasible it should focus on producing new employment, salable skills, new useful information and enhance women's role in society.

The briefing session also dealt with the difficulties of working in the country with its problems of rural isolation, conservatism and poverty.

Upon arrival in the capital the team was briefed intensively by members of the USAID staff. It quickly became apparent that the feasibility issue, to the USAID staff, was a settled matter. The team was shown a completed Project Review Paper (PRP) with feasibility issues fully addressed. The team was introduced to the counterparts and these representatives from the government were also operating under the assumption that the task of the joint teams was to design a project, the feasibility issue having been already settled. Subsequent interviews with government officials as well as with the U.S. Ambassador and others, confirmed the observation that everyone was enthusiastically looking forward to seeing the details of a project.

The discrepancy between Washington's expectations and those of the local USAID mission regarding what the team was supposed to do now became clear. But in the face of pressure to move immediately into the project development stage, the team leader assumed that Washington was really asking for a "pro forma" assessment, a confirmation of the feasibility assessments done before.

Unfortunately, this issue was not carefully explored, neither with USAID personnel nor with the team members. Unable to foresee the potential problems which lay ahead, the leader did not fully resolve the problem with the team. As a consequence, but unknown to the team leader, they now started to work under two differing assumptions about their function. Some members of the team assumed that the "go", "no go"

decision had already been made and that therefore they should devote their full attention to project planning. The feasibility question demanded by Washington would be answered "pro forma." On the other hand one member of the team assumed differently. Despite the pressure to leave the real feasibility issues alone, he decided to take seriously the mandate from Washington. Had the team leader been in constant touch with members of his team, had he scheduled periodic intensive discussions of impressions, issues and most important of all, tentative preliminary recommendations as each person saw them, he would have been alerted to the fact that the team was not operating in concert.

As a consequence, although the team followed in effect the same schedule, took part in many of the same interviews and superficially shared their findings, the majority part of the team was treating the problems they uncovered simply as problems to be resolved, while the minority was viewing these same problems as possible grounds for turning the project down.

The main difference in perspective, as it later turned out, was the issue of government commitment to rural nonformal education and the extent to which it had the will and energy to coordinate the various agencies needed to produce an integrated rural program. The majority faction of the team assumed that the local USAID mission had addressed this problem and that its "go" decision was based upon an optimistic assessment regarding the necessary inter-agency cooperation. The minority member did not fully share this optimism.

But having been subjected to an overwhelming positive assessment of the project by officials of the local government and USAID, he could not easily voice his doubts until he had had a chance to carefully

study the situation and form his own conclusions. Even as he dutifully worked on a specific project design with his counterpart, the issue of feasibility was deeply worrying him.

Unfortunately he never seriously expressed these doubts to the team leader while the team was in the field. Had he done so, the entire team and USAID staff, possibly including counterparts, could have seriously considered his points with the likelihood of reaching a consensus.

As it turned out, the minority member wrote a separate report in which he dealt at great length with the feasibility issues, the most important of which was the serious doubt concerning government cooperation and commitment. His conclusion -- the project was not feasible. However, having participated with the others in the design of a project he did recommend that if AID decided to proceed, that the joint team's project design would be the least harmful. Included in the project planning document was the recommendation that the project be divided into phases, each successive phase to be contingent upon the successful completion of the previous.

The majority and minority reports, <sup>were submitted to AID</sup> one containing the message "go" and the other, "no go". How would AID now handle two conflicting reports?

Clearly AID would be faced with a dilemma,

It could choose one report and discredit the other. But upon what basis would the decision be made? On the reputation of the consultants, that of their institutions? If this decision were not feasible AID might reject both reports and conceivably send out another team to make an independent judgement. Team members in disagreement should clearly understand the dilemma which a split report presents to AID.

Although it is conceivable that situations might arise where team members would develop potentially irreconcilable views, these situations should be rare where good leadership identifies this problem at an early stage and seeks at every turn to arrive at a consensus.

Had the team leader been alerted by the evidence that an ambiguous situation was in the making, he could have first of all have clarified his role with local USAID officials even if this meant consulting Washington. This would have required some initiative on his part, since he faced pressure not to question the "go" decision. Secondly, he could have taken steps to see that the

team was operating as a unit. Although many team leaders are reluctant to interfere into the presumed autonomy of expert consultants by scheduling too frequent meetings, the price for not doing so is the danger of a split team. Some experienced team leaders, conscious of the possibility of wasted time at meetings, have asked for very brief periodic written reports containing impressions and interim recommendations from team members. This procedure avoids last minute surprises.

As it turned out, AID was spared.

Subsequently the government requested that the project be dropped, thus effectively resolving this particular problem but not that of educating rural people. Although the motives for withdrawing the project are subject to speculation they may include some or all of the following:

- a. realization that the project would probably have no immediate dramatic impact on peasants and was therefore of marginal political benefit to the incumbent government.
- b. doubts as to the government's own ability to satisfy the aspirations of peasants that would be raised by nonformal education programs and fears that the resulting unrest might lead to problems outside government control.
- c. realization that the project's success would depend upon much coordination and cooperation between agencies and doubts that this could be brought about.
- d. resentment over the compliance provisions for phasing the project as an implied insult by the U.S. government.
- e. fear that the project would inevitably draw foreigners into the politically sensitive area of dealing directly with peasants and constitute an alienating influence.

As a consequence of the project's cancellation, the future of nonformal education in the country, to put it mildly, was thrown into considerable doubt.

## Dilemmas in Educational Planning - Case #4

Entrapped in Politics: Breakdown in Communications

A consultant team is caught  
in a political "buzz saw."

Like it or not, the arrival of a visiting team of foreign consultants is a political act. Sometimes, the work of a foreign assessment team can produce political consequences so inflammatory that a project is stopped.

A request was received from a USAID mission located in a small less developed, agricultural country, for a team of six consultants to help plan the first stage of an integrated rural development program utilizing radio. Radio was seen by the local government and USAID officials as potentially an effective way of reaching the country's rural population with information on health, agriculture, nutrition and education.

Although it was understood before the team arrived that counterparts had been designated by the Ministry of Education, this proved not to be the case. During the team's first few days in the country USAID officials vainly tried to get the Ministry to proceed with its assignment of a counterpart team. Finally the team was invited to meet with high level Ministry officials to discuss the possibilities for the uses of radio for the rural development. At this time a Ministry's proposal reaching the rural population by was revealed for/setting up a single high-powered radio station in the capital city to cover the greatest part of the country.

The Ministry, at this meeting agreed to the appointment of a special committee to work with the team on this specific proposal. A counterpart team would/shortly be appointed. The first meeting with the special committee was cancelled. By this time the consultant team, which had been at work collecting data, had been in the country one week. Still no

counterparts had been designated.

When the first meeting of the team and the special committee finally took place the consultant team revealed that according to their estimates the cost of the single high-power transmitter was so high as to throw in doubt its feasibility. In addition it appeared doubtful that the geographical coverage would include the more remote areas of the country. The Ministry at this point withdrew its suggestion for a single radio station and agreed to a decentralized system of repeater stations in different areas of the country. It was agreed that the consultant team should visit the sites and explore existing facilities and the potential for radio programs connected with rural development.

It was agreed that the team should limit its visits to two sites. The Ministry would put the team in touch with provincial educational authorities. Still no counterpart team.

In retrospect at this point storm warnings should have been noted by team members and USAID.

The team made its travel plans with the assistance of the special commission and proceeded to the field, unaccompanied by any Ministry representative.

Upon return from its field work the team prepared a series of proposals and these were discussed with members of the special commission who promised to transmit the report to the Ministry. Despite repeated attempts by the team and USAID officials to elicit comments from the Ministry, nothing further was heard.

At this time, to the astonishment of USAID and the consultant team, the news media started broadcasting unfavorable commentary on AID in general and the team in particular. Through a cleverly composed jingle and a long news release, the team was accused of attempting the subversion of the country and providing a beachhead for entry of multinational companies. The report broadcast samples of the questions which the team had asked, to prove the point that the U.S. was prying deeply into the lives of peasants for a sinister purpose. For example:

(To a local rural broadcasting station)

-- How do you contact the national radio station headquarters?

AM or FM? Two or one-way?

-- Do you have a sample peasant program?

-- How do you receive your programs from the capital, bus, or plane?

(To the administrator of an adult education school)

-- What do you think of the local radio programs for peasants?

-- How do you train monitors? Name the villages in which they work.

-- What problems do monitors have in each district?

(To storekeepers)

-- What radio models and parts do you carry and what are your prices?

-- How much demand is there for radio?

The broadcast concluded with an appeal to all loyal countrymen to oust this foreign menace and be alert against a counter-revolutionary government plot.

Subsequently, word was received that the Minister believed that the team had made its field visits without authorization and that all he wanted was a single radio station in the capital.

The Ministry remained silent on what it proposed to do with the reports. After consultations involving the U.S. Ambassador and USAID Director, it was decided that further activity was futile. The team completed a report of its activities and departed.

In retrospect, it is easy to interpret the Ministry's reluctance to appoint counterparts as a warning that something was wrong. However, many teams are faced with the situation of delayed action by government agencies and there was little evidence that this situation might prove different. When, however, the Ministry let the team proceed to rural areas unaccompanied by Ministry representatives, the warning signals might have been read. Not only was the Ministry absolving itself of responsibility for anything that might happen but it was encouraging foreigners to face alone, rural officials who often hold a deep suspicion of the central government.

What were the reasons for the Ministry's actions? They can only be guessed.

1. Second thoughts about the involvement of U.S. personnel in sensitive issues involving rural development.
2. Disappointment at having its single radio station proposal turned down.
3. Failure to involve officials from the national telecommunications agency in planning for the project, thereby incurring their veto.

4. Last minute opposition to the project from various parts of the society.

The country is now in possession of well-designed, carefully thought out proposals for the uses of radio in rural development. Conceivably someday these might be resurrected and utilized.

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#### Congressional Mandate

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