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9. ABSTRACT

This manual is for consultant teams in the area of communications technology preparing to provide technical assistance to A.I.D. missions and to the governments of LDCs. It provides an orientation to the kinds of work expected of such teams by A.I.D. in Washington and the local USAID Missions, as well as to the kinds of problems that may be met. It is also of use to consultants and A.I.D. officials interested in communications technology planning. In the manual, "communications technology" refers to the use of a wide range of media, including print, radio, TV, film, AV materials, etc., in an organized way to effect specified outcomes. These outcomes are usually the learning and application of knowledge. The guidelines in the manual present a general stock of ideas for planners from which appropriate materials can be selected for a specific need. They can be used flexibly to serve a variety of purposes: communications systems assessment, project identification studies, needs assessments, expansion of existing programs, or program implementation. The manual can be used as a source of information on A.I.D. procedures and documentation to ease communication between consultants and A.I.D. personnel. The 16 appendices contain specific information, and they are keyed into the text of the seven chapters. The manual is based on two A.I.D. policies: (1) Priority must be given to programs which help narrow the income gap between the rich and the poor. (2) A.I.D. should encourage the planning and use of communications technology to extend learning resources to more people than could otherwise be reached.

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**COMMUNICATIONS
TECHNOLOGY
FOR
DEVELOPMENT**

**Guidelines for Consultants
Working with the
Agency for International Development**

Howard B. Leavitt

Peter L. Boynton

December 1976



**ACADEMY FOR EDUCATIONAL DEVELOPMENT
INTERNATIONAL DIVISION**

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Introduction

This manual has been written primarily for consultant teams in the field of communications technology preparing to provide technical assistance to AID Missions and the governments of developing countries. It provides an orientation to the kinds of work expected of such teams by AID in Washington and the local AID Mission in a particular country, as well as to problems that may be encountered in the course of such work. The manual will also be of use to individual consultants and to AID officials interested in the field of communication technology planning.

Because it is an evolving field, even specialists disagree as to the precise meaning of "communications technology." As used in this manual, the term refers to the use of a wide range of communications media, including print, radio, television, film, audio tape recording, graphics, etc., in a deliberate, organized and planned manner, to effect specified outcomes. These outcomes will usually be the learning and application of

knowledge, and the adoption of appropriate attitudes and behaviors by a given audience. The term is used to apply to both formal and nonformal education as, for example, in agricultural extension programs, population education, public health education, nutrition education and in training programs for development agents, such as teachers or community development promoters. Communications technology as used herein includes the design, production, evaluation and utilization of what may be variously termed "materials," "messages," or "software," as well as "equipment" or "hardware."

The terms "educational technology" and "instructional technology" are used to denote the special application of communications technology to formal and nonformal education. Many of the examples used in this manual are drawn from the field of formal education, where AID's interest in communications technology originated.

These guidelines represent a general stock of ideas for planners from which appropriate material can be selected to suit a particular purpose. It will be noted that more specific information is contained in the sixteen appendices which are keyed into the text of the seven chapters. This arrangement makes it easier for readers to locate material most relevant to their purposes.

The manual has been based on two AID policies: (a) Priority must be given to development programs that help narrow the

income gap between rich and poor, and (b) AID should encourage the careful planning and use of communications technology as a means of extending learning resources to more people than could otherwise be reached. Taken together these policies imply that consultants will usually be working on projects that attempt to reach the rural and urban poor through various combinations of communications media.

A special caveat should be stated to temper the zeal of those who may find in a particular medium, or in communications technology in general, the end purpose of their work. As considered here, communications technology is primarily a means to achieve other ends. Unless due attention has been given to determining those ends, an investment in a communications activity may be wasted. For AID and the governments of many less developed countries the goals of development programs for the foreseeable future will usually include increasing agricultural production, improving nutrition and health and promoting the skills, knowledge and attitudes essential for effective participation in the social, political and economic life of the country

Material for the manual has been drawn from many sources. Much of it is based upon an analysis of the Academy's six years of experience in assembling and fielding communications technology planning teams under contract to AID: specifically, in Afghanistan, Bangladesh, Brazil, Costa Rica, the Dominican

Republic, El Salvador, Guatemala, Honduras, Indonesia, Ivory Coast, Nicaragua, Panama and Zaire, among others. AID officials who have served as control officers for consulting teams overseas have contributed to the manual. Material has also 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 growing number of research studies and reports on applications of communications technology to development.

The guidelines can be used flexibly to serve a variety of purposes: communications systems assessment, project identification studies, needs assessments, expansion of existing programs, or to determine steps in the implementation of projects already underway. The manual also can be used as a source of basic information on AID procedures and documentation to facilitate communication between consultants and AID personnel.

This manual does not presume to instruct the experienced planning consultant in his profession. Experience has shown, however, that consulting teams are composed of individuals with varying degrees of familiarity with AID and of overseas experience, as well as different conceptual approaches to the technicalities of communications projects. Even the experienced planner who has worked with AID for many years may find that the manual has summarized in a useful way the Agency's new program and project documentation system. It is hoped that the

other sections will serve as checkpoints to help avoid overlooking important topics and to help focus discussion among team members.

Chapter I, THE CONSULTANT TEAM'S ASSIGNMENT, focuses upon where requests for technical assistance are generated, how they are processed, and how they may relate to the AID program and project documentation system. It is recommended to all team members.

Chapter II, THE CONSULTANT TEAM'S COMPOSITION, discusses the composition of a team and is intended primarily for those who have to assemble a team and apportion tasks among its members.

Chapter III, THE CONSULTANT TEAM'S OPERATIONS, which deals with the operation of the team in relation to AID and host country organizations, is of importance to all team members.

Chapter IV, GATHERING DATA ABOUT THE SYSTEM, is addressed primarily to less-experienced communications planning consultants, although experienced specialists in communications fields may find it a useful introduction to communications planning considerations.

Chapter V, SELECTING APPROPRIATE STRATEGIES, summarizes a number of often overlooked considerations, derived from experience and research, which bear on selecting a strategy

in a particular setting.

Chapter VI, DETERMINING PROJECT FEASIBILITY, reviews the major considerations in assessing feasibility and outlines some procedures to help reach such decisions.

Chapter VII, DETERMINING COSTS AND COST EFFECTIVENESS: THE ROLE OF THE ECONOMIST, is written specifically for non-economists in order to introduce them to some of the ways economists analyze development projects. This information should permit other team members to maximize the economist's participation in project planning and feasibility decisions.

Each chapter refers to a number of appendices, which include a large stock of checklists, tables, charts and questions, as well as four fictionalized case studies of typical dilemmas faced by consultants overseas. A Bibliography contains a list of documentary sources used in writing this manual and should be useful in clarifying or expanding upon its contents.

Chapter 1 The Consultant Team's Assignment

THE REQUEST FOR A CONSULTANT TEAM

A particular consulting team's assignment is the outcome of a complex process, which affects the team's activities as well as the ultimate disposition of its findings and recommendations.

Requests from AID for consulting services usually originate internally at one of three points: (1) the Technical Assistance Bureau (TAB) in Washington, which has central responsibility for R&D related to new approaches to solving development problems; (2) the Regional Bureaus for Latin America, Africa, Near East and North Africa, and Asia; and (3) the field Missions (USAID's) in particular countries. In addition, requests may originate from a particular government to which AID is providing assistance. Depending on the principal interested party, requests will move inward or outward through the AID system for approvals and revisions, with the final scope of

work often representing a compromise among the different parties and, at still another level, between AID and the contractor who will assemble the team.

Throughout the assignment, the team must not lose sight of the fact that it has been formed because someone or some office has a problem or need. Some common types of problems are discussed below in this section and elsewhere, but no general document such as this one can substitute for a sensitive, on-the-spot diagnosis of a particular problem in all its technical and organizational complexity.

TYPES OF CONSULTANT ASSIGNMENTS

AID calls upon consultants in the field of communications technology to perform a variety of tasks which are classified below. Because of AID policy to emphasize programs aimed at the poor, there is a growing need for data on rural areas, and for expertise in communicating effectively with rural people. Thus, requests often emphasize rural problems and call for such activities as needs assessments, inventories of communications media resources, and analyses of existing rural education and communication programs.

(a) Omnibus Program Request

An example of an omnibus type of program request is included in Appendix A because it contains the 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, with appropriate changes it could be used as a general source of items for inclusion in other requests.

(b) 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 particular 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.

(c) Media Planning Request

A team is asked to help host country and/or AID Mission personnel decide which medium might best work in a particular development activity and/or a specific project. The decision to use communication technology already has been made by the host country and AID Mission.

(d) Option Feasibility Request

A team is asked to advise the host country and AID Mission on whether or not to use communications technology in a given development activity or project. A Media or

No Media decision is requested. Does the use of communication media in a particular sector make sense? Why or why not (in terms of efficiency, effectiveness and/or cost-benefit analysis)?

(e) Basic Information and Possible Project Identification Request

A team is asked to orient the AID Mission to what is meant by communications technology and media and how these link up with a particular country setting and development activity, e.g., possible applications of the media for rural development and nonformal education. Where have media and technology been used? What have been the results? What is known about limitations, possibilities and advantages? What is the best way to proceed with implementation? Or, even more basic, why use media at all? This basic information should help AID Mission personnel conceptualize whether and how media should be used in a possible development activity.

(f) 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 ongoing media program. If a pilot project has proven successful, how should a

country proceed with implementing a national or regional program?

AID'S CONTRACTING MECHANISM - THE PIO/T

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, signed either in Washington or at an AID Mission, 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 used acronym represents the key document authorizing the team's work.

RELATION OF THE TEAM'S MISSION TO AID DOCUMENTATION REQUIREMENTS

On occasion, teams have arrived at their overseas destination without clearly understanding either the purpose of their mission or how their report will be used. To avoid the confusion, embarrassment, and wasted time which this lack of understanding inevitably produces, briefing sessions before departure should make explicit the purpose of the mission.

The assignments which consultant teams may be asked to perform fall into one of two categories: (1) those relating the AID programming cycle described below, and (2) other activities not necessarily related to the cycle.

If a team's assignment relates to the programming cycle, every team member should understand the overall process and which step in the cycle the team has been assigned to work on. In this case, team members should review the appropriate parts of all previous documents constituting preceding steps in the program cycle. All such documents should be included in briefing materials provided by AID/Washington or the contractor, as AID Missions prefer that these be reviewed before the team arrives.

AID'S PROGRAMMING CYCLE

1. Development Assistance Program (DAP, Part 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. Sector Assessment (DAP, Part II)

The sector assessment analyzes in depth the profile and operations of a particular sector, e.g., agriculture, health or education. It is from this extensive stock of information

on 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 take 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.

6. Project Agreement (PRO AG) or Loan Agreement

This is the negotiated, signed agreement between the

host country and AID, which spells out the commitments of both parties to implement the project.

Even when considerable care has gone into clarifying the team's assignment, misunderstandings can occur. Sometimes these result from the lag between deciding on a formal scope of work and the fielding of the team. Local circumstances can change dramatically in a few months. Normally, significant developments bearing on the assignment will be communicated to the team before departure, but this is not always possible. Organizational factors can also lead to different interpretations. As AID is a worldwide organization, Washington support staff and Mission personnel have access to different information and are subject to different pressures. Although they may agree on the wording of a particular scope of work, they may have different uses in mind for the final product of a team's work. It is important that the team be clear, from the outset, about the office to which it is primarily responsible and about that office's expectations.*

AID ACRONYMS

A listing of commonly used AID acronyms is included in Appendix C for those unfamiliar with terminology used by the Agency.

* An example of how a misunderstanding in this regard can cause serious problems is contained in Appendix P, "Dilemmas in Educational Planning," Case No. 3 (p. P-14).

AID TABLES OF ORGANIZATION

In dealing with various AID offices, consultants frequently need to know how offices relate to each other and which has jurisdiction over specific areas. Therefore, six key AID tables of organization are included in Appendix D.

Chapter II

The Composition of a 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. This chapter reviews some of the lessons learned in planning for the complex, interrelated operations of a team.

TEAM SIZE

There are no set guidelines for the size of a consulting team. It must depend on the scope of work, the magnitude of the job to be accomplished and the time available. The number of consultants involved will also depend upon the availability of funds and of qualified consultants, and on whether continuous and simultaneous presence of all team members in the country is required or a rotating team operation is possible. Continuity of team effort is essential to avoid loss of momentum and inattention to unforeseen contin-

gencies, but this can often be accomplished by having either an AID officer or consultant continuously assigned to the project.

TEAM COMPOSITION

Most communications technology consultant teams will need to include people who have expertise in the particular development problem to be examined, as well as in the areas of:

- educational or communications system planning
- communications software (message and program design, production, etc.)
- communications technology hardware (equipment)
- evaluation and reasearch

For certain types of planning assignments, it may be possible to locate consultants who possess competence in more than one field. It has been most difficult to recruit a person who can play two or more roles in communications technology hardware and, to a lesser extent, in economics and finance.

In many cases, the expertise of LDC technical personnel is becoming so high, due to advanced training and increasing experience, that competent consultants often can be found in the host country or another developing nation. Although it may be more difficult to identify, contract, brief and field LDC consultants, their experience in working in sit-

uations where resources are scarce may make the effort worthwhile.

When a team is large and needs to collect extensive amounts 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 used the services of an editor. Such a specialist can not only manage the data collection flow, but also reconcile the different styles of the report writers so that the final draft has a consistent style. An editor may stay with the team from start to finish, join the team overseas, or be present only during the last report-writing phase.

The specific tasks which each team member is expected to perform should be made explicit as possible ahead of time, preferably in writing. This permits each member of the team to study and fully understand his own role as well as other team members' assignments; to identify areas of cooperation; and to eliminate overlapping functions or gaps. Examples of specific terms of reference for members of a typical team are contained in Appendix E.

THE TEAM LEADER

When more than two consultants are involved in an assignment, designation of a team leader becomes essential. Normally he will be selected at an early date in order to permit

his working closely with AID/Washington, the field Mission, and contractor personnel in defining the scope of work, selecting other team members and otherwise facilitating the planning process. He may be asked to take responsibility for preparing the final report.

Experience has shown that the outcome of the team's work depends heavily upon the professional competence and leadership ability of the team leader. While the selection process contains many chance elements, some ambiguity may be removed by using a checklist of desirable characteristics-- technical, managerial and personal. One such list has been compiled by AID's Technical Assistance Bureau, based on extensive research on the relative effectiveness of overseas personnel, and is included as Appendix F. Use of the checklist may facilitate more explicit agreement between AID Missions, AID/W, and contracting organizations as to what specific qualifications a leader should have. It may also be used to assess the characteristics of the other team members.

Chapter III The Consultant Team's Operations

PRE-DEPARTURE

Members of consulting teams will need to spend varying amounts of time preparing themselves for their assignments. While obtaining required immunizations, passports, visas, etc., may seem to be mundane matters, their omission can upset the best-prepared schedule. The contractor or AID office assembling the team is responsible for ensuring that the members receive timely and accurate information, but each individual must ultimately be responsible for completing his own medical, documentary or other requirements.

Team members will usually receive a variety of briefing documents, prepared by AID or the contractor. By carefully examining these prior to AID/Washington or field briefings, a team can save considerable time and move more quickly into substantive matters such as clarification of purpose and definition of members' roles. The data collection phase can also be initiated with fewer delays.

AID/Washington briefings are intended to cover political, and economic situation in the country of destination as well as AID procedures and current assessments of the sectors and technical areas in which the team will be working. These briefings also provide consultants with an opportunity to meet those AID officers who may later be involved in acting on their recommendations.

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 is limited, everything feasible must be done in order to help the team work most efficiently while in the field. One useful procedure is for the team leader to make a preliminary trip to the host country, thus saving much of the wasted motion that can frustrate a team during the first few days in a foreign country. One to two weeks is probably sufficient time for such a trip.

The following are examples of the functions that a team leader can perform on such a preliminary trip:*

1. Meet with the liaison officer for the team at the AID Mission 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 a formal counterpart team relationship

*If a preliminary trip is not possible, these matters should be clarified in correspondence, by telephone or in first meetings with Mission staff on arrival.

is called for. If a counterpart team has been formed, meet the team in order to decide jointly on the most appropriate "fit" between members of the two teams. If not, offer to make suggestions as to how a team might be constituted before the arrival of the U.S. consultants.

3. Analyze the problems of gathering data: identify primary and secondary sources, collect bibliographies, and obtain key documents which can be 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. Obtain Mission and host country government organization charts.
6. 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.
7. Arrive at an agreement with USAID officials as to the most effective type of orientation required for the team upon arrival.
8. Discuss with USAID officials the type of logistic support that is needed, such as secretaries, translators, office space, etc.
9. Make preliminary identification of people for team members to interview and assemble background data on each.
10. Make preliminary assessments of the validity and reliability of available statistics.
11. Ensure that logistics such as hotel accommodations and local travel are suitable.

RELATIONS BETWEEN AID MISSIONS AND THE 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.

In the case of too much supervision, AID officials may second-guess or preempt the expertise which consultants have been paid to provide. On the other hand, in an attempt to avoid prejudicing the consultant team with their own views of development, AID officials may remain aloof, 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 a balance can be reached. A communications/educational technology specialist or education officer on the Mission staff can be helpful, and close relations and frankness between AID officials and consultants can be useful. In some situations the problem is avoided by having an AID staff member participate as a full-time member of the team.

On occasion, consultant teams have arrived at their destination with the assumption that the request for their services implies that no one in the Mission understands or has views regarding the uses of communications technology in the country. This assumption, usually erroneous, can lead to confusion, hard feelings, and delay in getting the team started in its work.

Some Missions have on their staffs highly competent specialists in communications, or education officers, who 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 staffs have strong views about the uses of communications technology 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 and insights through personal interviews wherever possible.

AID MISSION LOGISTIC SUPPORT FOR CONSULTING TEAMS

The amount and type of logistics support required from the Mission should be clarified at the start. It will vary considerably from one team to another, but experience has shown that needs are usually underestimated in Washington. On the other hand, Missions sometimes overlook the degree of dependency a team may have, especially when meeting a tight deadline. When office space, secretarial and translation services, and transportation are in short supply for the Mission staff, it is not surprising to find a dearth of services for consultants.

It is difficult to operate with maximum efficiency in what is usually a strange country, using a language often foreign to the consultants, and working with counterparts who are strangers. Special planning for the purpose of assuring adequate resources will greatly increase the consultant team's productivity.

RELATIONS BETWEEN CONSULTANT TEAM AND HOST COUNTRY

Relationships between the teams and officials of the host country will vary from structured counterpart relationships to much more informal arrangements. Their nature will be determined by the thoroughness of preparation for the visit and the availability of appropriate host country personnel, among other factors.

Governments allow different degrees of latitude to consulting teams in terms of arranging for interviews and field visits, contacting different agencies, etc. The team leader should ascertain the ground rules for work from the USAID liaison official and carefully brief the other members. Regardless of these formal ground rules, the team members should make every effort to have host country officials accompany them on field visits to ensure that local contacts recognize that their activities have official backing.* In

*One example of the fatal consequences of failing to follow this suggestion is contained in Appendix P, "Dilemmas in Educational Planning", Case No. 4 (p-20).

circumstances where this is impossible but field visits are indispensable, official letters of introduction must be substituted.

RELATIONS WITH COUNTERPART TEAMS

Where a formal team relationship has been set up, it is the responsibility of the team leader to establish an appropriate spirit of cooperation among members of the two teams. This collaborative style may be difficult to achieve; certain 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 may not have been prepared by the host country, despite whatever consultation may have taken place.
- 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 may have the ultimate responsibility for defending their soundness.
- d. The counterpart team must substantially agree with the recommendations and must be sufficiently identified with them to facilitate 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 project planning techniques.

The only way in which disagreements about recommendations can be avoided between the two teams is to involve counterparts in every step of the planning process: examining data, conducting interviews, and making field visits. By this process, the likelihood of widely divergent views about recommendations is 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 other international and bilateral 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 or destructive, but rather 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 agencies such as the Ford Foundation, UNESCO, World Bank, UNICEF, religious organizations, voluntary agencies, 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
Room 1656, New State
Department of State
Washington, D.C.

Library
Department of State
Washington, D.C.

UNESCO Publications Library
State Annex No. 2
Department of State
Washington, D.C.

Clearinghouse on
Development Communi-
cation
1414 Twenty-second St.
Washington, D.C.

Special area libraries (e.g., Middle East Institute)

University libraries (e.g., George Washington, Georgetown,
American, Howard, Maryland and Johns Hopkins)

SCHEDULING A TEAM'S ACTIVITIES

In order to use the time of a consultant team overseas most effectively, a tentative schedule must be prepared to help ensure that enough time is allocated for each activity and that the work can be accomplished by the deadline. Although the timetable may be modified in the field, it provides an important guide for the work of the team. An example of one type of team activity chart can be found in Appendix G. It will usually be the responsibility of the team leader to develop a schedule and see that it is adhered to.

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. Upon return to Washington, the team

will usually be requested to conduct a debriefing session. The team's scope of work normally calls for a finished copy of the final report to be submitted to AID, and specifies who will prepare it.

While no standard format can be specified for the report, the following components are usually included:

1. The initial scope of work and any modifications.
2. The development objectives which the planning activity addressed.
3. The general background of the problem, including cultural, economic, geographic and demographic considerations and informational/educational needs.
4. Alternative strategies considered.
5. The rationale behind any project recommended or designed, including cross-cultural linkages.
6. A description of project design elements, when applicable, including:
 - a. Resources available, including existing infra-structure, host country expertise, institutions, etc.
 - b. Site locations
 - c. Communication technologies to be used.
 - d. Personnel requirements, including training and advisors.
 - e. Logistics requirements.
 - f. Timetable, preferably in PERT format, for further development or implementation of the project.
 - g. Evaluation methodology.

Chapter IV

Gathering Data about the System

The types and quantities of data to be gathered and analyzed by a team will be determined by the nature of the assignment. The following types of data are usually required during an AID assignment:

- basic data about the country
- present communications resources
- present communications policies
- historical trends in the development of communications systems
- costs of both present and projected systems
- communications components and linkages in national development plans
- projected communications policies
- constraints to communications development

The many procedures for gathering and analyzing these and other data are not the province of this manual; they are part of a planner's expertise.

Rather, this chapter discusses briefly the problems of locating data in different sectors and makes reference to the communications inventory. It then describes a number of special AID requirements for data that may be included in a team's terms of reference. In addition, a number of areas which consultant teams sometimes overlook are discussed.

LOCATING INFORMATION ACROSS SECTORS

For a consulting team concerned with applications of communications technology for development, an immediate problem arises in identifying sources of information. Ongoing and projected communication and education activities often cut across traditional sectoral boundaries (agricultural, health, education, etc.), and even when a team's scope of work is limited to studying applications in a particular sector, hardware or software production facilities may be under the jurisdiction of agencies in another. For instance, radio and television production and broadcast facilities may be under the jurisdiction of the Ministry of Communications, while the responsibility for adapting content to radio and television requirements may be vested in the Ministry of Education or Agriculture.

A team will usually be concerned with: (a) data relating to the media themselves (existing hardware, materials, production facilities, maintenance, import regulations, etc.); and (b) the development problem to be addressed (poor nutri-

tion, inefficient agricultural production practices, lack of school facilities in rural areas, etc.). This information will often be contained in a variety of public and private agencies. When the focus is rural development, a major problem of the team as it operates out of an urban center may be simply to identify what agencies are actually operating in rural parts of the country and what they do. Furthermore, information needs to be sought regarding the extent of linkages between programs and inter-agency coordination and cooperation.

All too often consultants have time for only limited contact with the reality of the host country outside of the national capital. Time should be allowed to visit project sites and to talk with lower-level officials and the prospective audience in order to gain perspective on the capability and difficulties of those who will implement or be affected by the activity under consideration.

For consultants unfamiliar with the types of activities that are typically found in the various sectors, Appendix H, "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.

In addition to whatever expertise exists among team members in such priority fields as agriculture, nutrition or rural health, further information should 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 an aspect 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 Ministry and division of AID. Only recently have the newer areas of rural health, nutrition, family planning, etc., become separate major concerns in rural development.

COMMUNICATIONS INVENTORY

One of the common tasks of a team is to determine the status of communications media for the country as a whole or for the local regions where a project may be located. Although information regarding the uses of radio, TV, newspapers, books, films, etc., in formal education is often available, especially for cities, data for the broader field of nonformal education are typically inadequate or unavailable.

A large stock of questions and items for a communications inventory from which consultant teams can select appropriate material is contained in Appendix I.

SECTOR ASSESSMENTS

In some developing countries, sector assessments or analyses representing the second stage of AID's programming cycle have been completed in such areas as education, agriculture and health. In AID terminology, an analysis is a highly quantitative and usually computerized study relating different variables within a well-defined system. An assessment, on the other hand, is more qualitative, although certain quantitative analytical components are required.

Consultant teams assigned to countries where sector assessments have already been completed will find the document an invaluable source of data. Appendix B, "AID Program Cycle," contains a listing of the types of information required for a sector assessment in the field of education.

IDENTIFICATION OF GOALS, CONSTRAINTS AND INTERRELATIONSHIPS

To what extent can the use of communications technology 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 pertinent development programs?
2. To what extent are publicized goals actually being implemented as opposed to mainly rhetorical use?
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 objectivity, hope and dream. Planners, aware of this, need to make hard judgements in separating the actual targets or goals that will be implemented immediately or in the near future from those that are exhortative, rhetorical or long range. Examination of budgets is one way to determine what aspects of goal statements are actually to be achieved through specific programming.

Even in relatively centralized governments, established goals for a certain sector sometimes contradict goals in that or other sectors. Agricultural policy, for example, may be set with a view to increasing foreign exchange revenues, leading to production incentives for cash crops which may reduce a country's ability to meet its nutrition goals by producing more food crops. The educational goals of a country eager to expand rapidly its in-school population may drain away resources from other essential economic and social infrastructure projects. While a consulting team will rarely be able to delve deeply into these considerations, it is wise to be aware of overtly contradictory goals in sectors which relate directly to the team's work.

A great many interrelated factors may limit the achievement of goals in a particular sector. Financial constraints usually loom large. Partisan politics may require de-emphasizing certain goals in favor of others. Lack of appropriately trained manpower may also impede progress.

Consultants should be aware of goal analysis, which identifies, refines and objectifies sectoral goals. An example, taken from the field of formal education, is included as Appendix J. AID sector assessments call for constraint analyses at the goal level; if such a procedure has been completed for the country to which a consultant is sent, the resulting document should be examined. An example of the results of an analysis of constraints on goals in formal education is included as Appendix K.

ASSESSING THE STRENGTH AND COMMITMENT OF INSTITUTIONS

Institutions which support development-oriented communications systems usually have linkages with a wide range of other 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 any institutional structure. Because of the vulnerability of such an institution and the fact that it is being called upon to break new ground, it is important to give special attention to assessing its present or potential institutional strength.

Of critical importance in assessing an institution is a complete understanding of its program planning, budgeting and implementations system. Many projects have become bogged down in translating budgeted items into expenditures, even

where sufficient funds have been available. Excessive paperwork and incompetent management cause project slowdowns and failures as frequently as the lack of host country financing.

Questions for assessing the strength of institutions are included as Appendix L. Many of these 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.*

HISTORICAL TRENDS AND PATTERNS

Historical trends have their own momentum, and they are usually not 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 will probably change. For example:

- What has happened to previous attempts to modify, reform or develop the system in areas related to the work of the consultant team?
- What social, demographic, economic or political trends are underway that are likely to affect planning?
- What is the history of the uses of foreign aid in the pertinent areas?
- To what extent have foreign-trained technicians and experts been utilized upon their return?

* J.A. Rigney, "The IB Model in Project Review and Maturity Testing," December 4-5, 1969.

- What can be inferred from historical precedents regarding the will and commitment to development in the area in question?

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

SOME PITFALLS IN INFORMATION-GATHERING

Although there are many difficulties in obtaining good information, experience with consultant teams indicates that three areas deserve special mention.

Statistics

Through the act of printing, all data gain a deceptive aura of authority and validity. A properly skeptical assessment team will take the time, if it is available, to examine more closely the sources of quantified data and assess the degree to which trust may be placed in what has been published.

Unfortunately, statistics relating to rural areas are less apt to be accurate than those derived from urban areas. In some instances, a team may have to decide that the data available are 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 to do about unreliable statistics is the amount of risk involved. Do data need to be very accurate? Will a probable error of, say, 20 percent plus or minus make a substantial difference,

or is only a rough order of magnitude sufficient? Where quantified data are required, can the statistics be obtained through other indirect sources or can they be extrapolated from existing reliable data? Given the dearth of good statistics in many LDCs, analysis of the validity and reliability of statistics and the subsequent assessment of risk in using faulty data are critical.*

Interviews

Interviews are time-consuming and require adequate preparation to be most productive. The purpose of an interview should be clearly defined and communicated in advance, 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. Although the proper amenities must be followed, they frequently are extended beyond a necessary stage. 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 opinions; to obtain referrals to other key officials; and to establish a personal relationship with individuals 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.

* An example of one consultant team's problems with statistics is obtained in Appendix P, "Dilemmas in Educational Planning," Case No. 1 (p. P-2).

Use 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 communication media: their effectiveness, problems in production and utilization, composition and characteristics of the audience, methods and message content analyses, etc.

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

The following questions may be relevant:

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

Chapter V

Selecting Appropriate Strategies

This chapter deals with various criteria, issues and planning questions relating to the selection and implementation of alternative communications strategies. While it does not presume to deal with the entire range of information relating to planning communications strategies, past experience has shown that highlighting these points can help experienced planners avoid overlooking certain considerations and also help focus discussion among team members.

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 or informational needs actually exist which might be addressed by the use of

communications technology.

3. Determine strategies that are most in line with the latest theories on communications and with what has been learned from the experience of other countries.
4. Conform recommendations to available financing and other social, political, demographic and economic constraints.

RECENT FINDINGS REGARDING USES OF COMMUNICATIONS TECHNOLOGY

The weight of findings from research and evaluation studies of educational technology and communications, the accumulated lessons learned by experienced program directors and workers in field situations, and new findings in the behavioral sciences regarding behavior change among audiences 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 widely-accepted generalizations are listed below.*

*Adapted from: Coombs, Ingle, McAnany, Perrett and Rogers.

- People learn most effectively, and learning tends to be sustained, when they are actively involved in the process.
- The principles of self-help and local control imply that rural people should participate, when possible, in identifying problems and their solutions.
- Where media are being used to legitimize and reinforce the efforts of local teachers and other development agents, these workers should receive orientation and be trained in the use of the media.
- 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.
- Mass media have greater effects in facilitating development if the intended audience is organized in some type of receiving/discussion group.
- In most developing countries radio is the single mass media channel that most effectively reaches the widest audience at reasonable cost.
- Developments in the use of audio-cassette technology show promise for individualizing instruction at low cost, with built-in opportunities for feedback.

IMPLICATIONS FOR COMMUNICATION STRATEGIES FOR RURAL AREAS*

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

*Adapted from: Perrett, Heli de Sagasti. Effective Communication with the Rural Poor. Academy for Educational Development, September 1975.

1. More flexible planning of rural development programs to: (a) allow more general objectives of national or regional plans to be made specific at the local level in response to 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 local people in decisions about specific actions affecting them, in order to ensure that development plans are appropriate and responsive to rural people's needs and possibilities.
3. More effective and continuous feedback mechanisms from the field to correct problems that might arise; to permit general program monitoring; and to add to our knowledge about effective development through evaluation of development actions.
4. Some kind of compromise between political and administrative pressures for quick and massive results and the time required to plan and implement effective programs built on adequate understanding of local capabilities, needs, and patterns of behavior, to produce appropriate and maintained changes.

INSTITUTION BUILDING

One of the critical steps of project planning is ensuring that institutions exist, or can be created, to perform necessary support functions. Examples of these functions are:

- Periodic assessment of the needs of rural people.

- Planning for the coordination of the elements of a communications system.
- Planning for and production of messages.
- Dissemination of the messages through one or more media and ensuring utilization.
- Collection of feedback and research on message utilization.
- Training for the full range of personnel required to operate the system.

The institutions which perform these functions need not be discrete entities. However, depending on the size and scope of the project, the following might be included:

- Regional or sub-regional communications support centers for software production, transmission/dissemination, administration and training.
- Regional or sub-regional information centers for collecting and processing feedback and other data.
- Regional or sub-regional training centers.
- Research centers for the development of a knowledge base about the characteristics, problems and needs of rural people, including research aimed at producing more effective means for conducting valid sampling and accelerated survey techniques to decrease the costs of data gathering.

ALTERNATIVE LEVELS OF COOPERATION

Experience has shown that effective, large-scale communications systems owe much of their success to the careful coordination of interagency functions. However, cooperation between agencies, especially where historically competitive and nearly autonomous, is often difficult to achieve. A distinction that has been found useful in some contexts is between "coordination" and "cooperation" (or "collaboration"). The former term usually implies that participating agencies will have to relinquish some decision-making to a higher authority, while the latter tends to suggest that each agency will maintain all authority while working with others to achieve common goals. "Coordination" of rural development agencies by a central authority, for example, may be a desirable but unachievable goal in some contexts, whereas "cooperation" among agencies in response to specific problems may be easier to obtain. The following considerations for project planning relate to these distinctions:

- In establishing a mechanism for coordinating the communications activities of different ministries or agencies, which of the following alternative levels of coordination is most feasible and why?

1. Low-level coordination

Institutions have informal, unscheduled exchanges of information and referral of clients.

2. Medium-level coordination

Institutions have a formal, scheduled exchange of reports, formal exchange of personnel and 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 regarding organization, policies, and programs.

4. Merger of institutions

Institutions merge into a new entity or one or more are absorbed by another.

- In striving for the appropriate level of coordination between agencies, what barriers to interaction exist and how can they be dealt with? Examples of potential barriers are:
 1. Different reward and personnel policy systems.
 2. Different skill levels and types.
 3. Perceived weakening of autonomy and status of the parent body.
 4. Physical communication problems.
 5. Discontinuities caused by rapid turnover of coordinating or liaison personnel.

CENTRALIZATION VS. DECENTRALIZATION OF PROJECTS

In discussions of centralized versus decentralized communication projects, the complexity of the issue can be underestimated. Two key points often overlooked are: 1) Projects may be broken down into a variety of activities, any one of

which can be subject to more or less centralization; and 2) geographic decentralization is often confused with administrative decentralization (e.g., delegation of authority and responsibility from a central ministry to a semi-autonomous agency).

There are a number of possible modes to consider when organizing projects. The production of materials and programs can be regionalized, for example, while centralized control of content is maintained. Alternatively, production can be centralized, but based on specifications developed in the field offices. Furthermore, an extension service may have an administratively decentralized production unit in the national capital which produces materials for field agents who are subject to direct central supervision. Other combinations can be imagined. Consultants must be certain they understand what their local counterparts are talking about when they speak of centralization and decentralization and that the team's recommendations are clearly understood.

In looking at the centralization-decentralization issue, consultants should accustom themselves to thinking in terms of trade-offs. Usually any course recommended will entail costs or disadvantages which must be carefully weighed against possible advantages. Experience and research have shown, for example, that local production of messages usually increases the likelihood that they will be understood and acted upon. However, localized production may mean that some quality will be lost as human and physical production resources are dispersed. Furthermore, when message content is based on national policies, local adherence to these policies may be difficult to control. Localized production may also make it more difficult to manage training, procurement, reporting and other essential administrative functions.

While economists can speak of trade-offs in neat equations,

the communications planner has to look at a much more imprecise and complex set of variables. Until such time as research is able to isolate these variables, the planner will have to substitute his judgment, based on experience and information gleaned in the country, for the analytical precision of the scientist.

CAMPAIGNS

The preceding discussion in this chapter has dealt with selecting and developing a broad communications technology strategy. However, a consultant team is frequently 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 when a campaign strategy is in question 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 insufficient, can it be increased? 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 processes and institutions exist to ensure continuous communication between low-income people and national or regional planners?
6. Are campaigns aimed at behavioral change or simply knowledge or attitude change? How will these changes be measured?
7. To what extent can the objectives of the campaign be realized with available resources?
8. How thoroughly have the practices suggested in campaign messages been assessed for potential risks to low-income people who are being asked to adopt them?
9. What development messages are being promoted by what other groups?
10. To what extent does the proposed campaign contradict or undermine, reinforce or have no effect on these?
11. If a pilot project is being planned, what provisions can be made to replicate or expand it, if successful?
12. To what extent have intended beneficiaries contributed to defining the problem to be addressed by the campaign? What evidence? Results?
13. How will the appropriate duration of a campaign be determined?
14. How will the requisite cooperation and trust be developed between development agencies of widely differing

jurisdictions, composition and makeup?

15. How will the effectiveness of mass media be measured in a coordinated, multi-resource campaign when it comprises only one of several campaign inputs?
16. How will villages or city districts with the greatest potential interest and with the greatest predisposition to adopt the campaign messages be identified?
17. How will enthusiasm be generated for the campaign and its potential benefits without promising more than can be delivered?
18. How will local enthusiasm be stimulated in ways that do not undermine local initiatives?

Chapter VI

Determining Project Feasibility

Consultant teams are sometimes called upon to advise a host government and an AID Mission on whether to use communications technology in a given development activity or to proceed with a particular project. In such cases consultants should not assume, just because enthusiasm exists for using communications technology, that they need to develop a justification for a foregone conclusion. The manager or development planner who initiated the request for assistance may find a careful explanation of why a particular strategy should not be adopted equally as useful as a positive determination.

A team faced with a negative decision can consider three alternative recommendations:

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

One of the first considerations in determining project feasibility is cost. In situations where large-scale investments in equipment or training are needed, as may be the case in mass media projects, these high start-up costs must be carefully weighed against the potential benefits. (Chapter VII deals with the role of the economist in clarifying such feasibility issues). On the benefit side of the equation, it may be helpful to consider the broad range of needs that may be addressed by the development of a communications system. Appendix M contains a list of illustrative applications drawn from many countries.

In the process of determining project feasibility, a team will also need to assess carefully the capability and commitment of the institutions on which the project will depend. (Guidelines for such an assessment are included in Chapter IV and Appendix L). The history of governmental policies relating to the project, and of the project itself, should also be considered, since the conservatism or progressiveness of the socio-political context bears heavily on the degree and types of changes a project can effect. Congruency of goals and objectives in and among the different sectors having to do with the project will have to be weighed.

Where the setting may be highly favorable to the use of the media, technical issues may be paramount. Can equipment be maintained? Is the projected hardware compatible with that now in use? Are there sufficient production personnel, or can they be trained?

IDENTIFICATION OF PROJECT CONSTRAINTS

An analysis of constraints to a project's development is often overlooked by planners who prefer not to examine too closely those factors which might destroy or inhibit their plans. Such an analysis, and an assessment of whether, to what extent, and how they can be removed, is critical for a

"go" or "no-go" decision.

Examples of constraints on using communications technologies for development which previous teams have identified are:

- Licensing and patenting problems limiting the wide use of software, especially from other countries.
- Material resources, a steady supply of which might be curtailed by such interventions as strikes, floods, failure of supply outlets or large cost increases.
- Customs delays and other obstructions to importing hardware.
- Inability to recruit personnel after the initial excitement of a new program passes, because of higher competitive salaries elsewhere.
- Breakdown in relationships with other development agencies.
- Change in or weakening of political support from the top levels of government.

THE LOGICAL FRAMEWORK

The final product of the work of any project planning team must include the translation of general goals and specific narrative objectives into quantified indicators, 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 this process.

While the final preparation 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 be translated into this format. Furthermore, in the orderly process of structuring the project in terms of the logical framework, feasibility and other issues often become clarified. An example of a log frame for the creation of a communications development center in a developing country appears in Appendix N.

Essentially, the log frame requires that a project be structured in terms of a series of hypotheses. It says, for example, that if specified people, materials, equipment and financing are provided (inputs), then certain messages will be produced and transmitted (outputs), leading to specified behavioral changes (purpose), which, in turn, hypothetically lead to improved conditions of, say, nutrition (goal). At each level, narrative descriptive statements are to be expressed as much as possible in terms of objectively verifiable indicators. Furthermore, the planner is asked to specify how the indicators will be verified. Finally, at each level, key assumptions about factors beyond the control of the project are to be spelled out.

A more detailed explanation of the logical framework and its use in project development and evaluation may be found in the AID document, "Project Guidelines," available in AID/ Washington and all field Missions.

PROJECT PERFORMANCE TRACKING (PPT)

AID has adopted the Project Performance Tracking System (PPT) in order to track actual versus planned project performance. Consultants assisting in project design may be asked to contribute to the PPT chart. The key element in the system is a network chart similar to a PERT chart, which is usually drafted at the Project Review Paper (PRP) stage of a project's life. A summary of how such a chart is prepared and two

examples of completed charts are included as Appendix O. Further information can be found in Appendix 3-G of "AID Handbook No. 3," available in most AID missions.

Chapter VII

Determining Costs and Cost Effectiveness: The Role of the Economist

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

One of the problems in the development of communications projects is that they are often financially "front-loaded. In other words, the strategy requires a sizable initial investment. Thus the economist's job is especially crucial, for the team will rely upon him to assess the financial ramifications of this large initial investment. Will funding be available? Will the project pay off?

The economist brings to the team a unique perspective. He looks at activities as production processes, and attempts to identify all the elements of "input" to the communications process, attaching dollar signs as he goes. Simply put, he

quantifies and sums up the various inputs to the setting, from people to, say, radios, and collects them on the right-hand side of an equation. On the left of the equation, he aggregates the results of the communication process as some combination of "outputs." Examples of such outputs may be higher school test scores, better farm practices, enrollment increases, better health or higher incomes of school graduates. But qualitative outcomes, like attitudinal changes or enhanced aesthetic appreciation, are not neglected.

To this equation economists attach the term "input-output relationship." This implies that a relationship exists between, say, the number of hours a teacher spends in the classroom, the number of hours spent listening to farm information programs, or the number of nutrition brochures read, and the measurable achievements of the students or audience.

Economists are also concerned with costing out the alternatives proposed by others on the team. 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 package of messages, 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 their relative ability to communicate effectively.

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, participation in training programs or the

receipt of mass media messages such as performance of new skills, awareness of new information, 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 a higher order of benefits such as higher incomes, increased employability, and greater political participation. Accordingly, the term cost-benefit has been adopted to distinguish this wider search for the value of learning. 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

Personnel Training

- To produce a village-level monitor of broadcast education and information programs, what amount of training is required and what will it cost?
- What is the least costly combination of inputs for preparing teachers to a specified performance level?
- What are the cost-effectiveness implications of choosing to use a given combination of instructional media in a particular setting?
- Assuming that quality and costs are held constant at today's levels, what are the comparative merits of pre-service vs. in-service training of teachers and other development agents?

Curriculum

- What subjects lend themselves to what modes of education at what different levels of costs?
- How does the time dimension of alternative messages (e.g., length, time of day received, number of repetitions, etc.) affect costs?
- What does each subject contribute to the education and skill objectives envisaged for the future benefit of graduates of formal or nonformal education programs?

Technology

- What investment and operating costs are associated with various information delivery systems, ranging from satellite-transmitted television to textbooks?
- How do hardware costs respond to a scaling up in size, beginning with a pilot project to complete system installation?
- Is the 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

- What savings, if any, accrue from improving or accelerating the flow of students or trainees by reducing the number of dropouts and repeaters?

- Can the expense of stepping up supervision of rural training programs be justified through quantifiable results such as better attendance and improved agricultural practices?
- How do changes in audience composition, size and previous learning experience affect the budgets of communications programs?

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 or media mixes?
- How can proposed benefits resulting from mass media instruction and information 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 other 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 of the Ministries of Agriculture, Health, Education, etc., when dealing with nonformal education projects. Here he must investigate how educational and

informational 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 computers are available, economists may use these facilities to make projections for the appropriate sector, its subsystems and components. Examples are eligible school population, projected audience for agricultural information programs, 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, audience or payrolls, to name only three variables to which most budgets are extremely sensitive, particularly traditional education budgets.

The economist's special responsibility for assisting others on the team to quantify and objectify their findings and recommendations is especially pertinent to the development of the logical framework discussed in Chapter VI. He can assist in achieving the transition from program plan and project idea to hard input and cost and output data. However, in order to

achieve this it is essential that a smooth flow of information be maintained between the economist and other team members.

Appendices

APPENDIX A

EXAMPLE OF AN OMNIBUS SCOPE OF WORK FOR A MASS MEDIA COMMUNICATIONS STUDY

- Identify the national objectives for development which relate to the improvement of rural areas, and redefine such objectives in terms of specific desired behavioral changes.
- Diagnose characteristics and needs of the intended recipient audience within the rural population.
- Analyze available data from previous and current studies on national and, more specifically, rural development.
- Describe the existing networks of information and communication which may have the capacity or the potential to be used within a prospective educational program.
- 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.
- Analyze existing educational and development activities in the same target area. Specify successful outcomes and problems encountered in the attempts to meet the needs of the rural population.
- Identify existing talents (individuals, agencies, organizations, ministries) and other resources to undertake the program for rural development.
- Specify the main phases and steps for a program of 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.
- 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.

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- 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 national counterparts and with USAID, especially focusing on:
 - (a) National 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 the country 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 the national government, other entities, and 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:

- home economics
- nutrition
- agriculture
- health
- family planning
- cooperatives
- 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 required
- radio and other programs to be developed

- (d) The relationship of social and cultural features of rural areas 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 systems 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 national 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 host country staffing.
- (h) Training of host country nationals required at both the national and local levels, in the country 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 national government and external lending agencies.

APPENDIX B

KEY ELEMENTS IN AID PROGRAM CYCLE

STEP I. Congressional Mandate

Policies and areas authorized for funding.

STEP II. Development Assistance Program (Part 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 such as 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 (Part 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

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 or 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
- J. Project performance tracking system (PPT)
- K. Logical framework

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

APPENDIX C

COMMON AID-RELATED ACRONYMS

AA	Assistant Administrator
ABS	Annual Budget Submission
AF	African Bureau
A/AID	Administrator of the Agency for International Development
AID	Agency for International Development
AID/W	Agency for International Development/Washington, D.C.
CAP	Capital Assistance (Loan) Paper
C&R	Communications and Records
CD	Community Development
COB	Close of Business
CP	Congressional Presentation; Critical Path; Conditions Precedent
CPI	Critical Performance Indicator
CPM	Critical Path Method
CY	Calendar Year
DA/AID	Deputy Administrator of the Agency for International Development
DAC	Development Assistance Committee
DAP	Development Assistance Program
DCM	Deputy Chief of Mission
Deobs	Deobligations
DLC	Development Loan Committee
DLSC	Development Loan Staff Committee
DPG	Development Program Grant
DR	Development Resources
EA	East Asia
EAORA	East Africa Office of Regional Activities
EOD	Entry on Duty
EOPS	End of Project Status
EST	Office of Education, Science and Technology
ESCAP	Economic and Social Commission for Asia and the Pacific
ETA	Estimated Time of Arrival
ETD	Estimated Time of Departure
EXIMBANK	Export-Import Bank of the United States
FAA	Foreign Assistance Act
FAO	Food and Agriculture Organization of the United Nations
FBS	Field Budget Submission
FFP	Food for Peace
FS	Foreign Service
FSI	Foreign Service Institute
FSO	Foreign Service Officer
FSR	Foreign Service Reserve
FSRL	Foreign Service Reserve Limited
FSS	Foreign Service Staff
FY	Fiscal Year

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GAO	General Accounting Office
GBL	Government Bill of Lading
GNP	Gross National Product
GO	Government of _____
GPO	Government Printing Office
GPOI	Goal, Purpose, Outputs, Inputs
GS	General Schedule
GSA	General Services Administration
GSO	General Services Office(r)
GTR	Government Transportation Request
HC	Host Country
HHE	Household Effects
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
IDI	International Development Intern
IFC	International Finance Corporation
ILO	International Labor Organization
IMF	International Monetary Fund
IPA	Intergovernmental Personnel Act
LA	Latin America Bureau
LDC	Less Developed Country
NE	Near East Bureau
NEA	Near East/North Africa
NS	New State Department Building
OAS	Organization of American States; Operations Appraisal Staff
OAU	Organization of African Unity
OECD	Organization for Economic Cooperation and Developm. nt
OMB	Office of Manpower and Budget
OPG	Operations Program Grant
OPIC	Overseas Private Investment Corporation
OSARAC	Office of Southern Africa Regional Activities Coordination
OYB	Operational Year Budget
PAHO	Pan American Health Organization
PAIS	Project Accounting Information System
PAR	Project Appraisal Report
PARIS	Project Analysis & Reporting Information System
PASA	Participating Agency Service Agreement
PBAR	Planning, Budgeting, Accounting and Reporting
PBS	Program Budget Submission
PCV	Peace Corps Volunteer
PERT	Program Evaluation Review Technique
PHA	Population and Humanitarian Assistance Bureau
PID	Project Identification Document
PIO	Project Implementation Order
PIO/C	Project Implementation Order/Commodity
PIO/P	Project Implementation Order/Participant
PIO/T	Project Implementation Order/Technical Services
PIP	Project Implementation Plan
PL	Public Law (i.e., PL-480)
POL	Political

POV	Privately Owned Vehicle
PP	Project Paper
PPC	Program and Policy Coordination Bureau
PPTS	Project Performance Tracking System
ProAg	Project Agreement
PROP	Project Proposal
PRP	Project Review Paper
PVO	Private Voluntary Organization
PX	Post Exchange
R&D	Research and Development
RD	Rural Development
RDO	Regional Development Office(r); Rural Development Office(r)
RED	Regional Economic Development
REDSO	Regional Economic Development Services Office
REDSO/EA	Regional Economic Development Services Office/East (Kenya)
REDSO/W	Regional Economic Development Services Office/West (Ivory Coast)
REOBS	Reobligations
RFP	Request for Proposal
RIF	Reduction in Force
RLDC	Relatively Least Developed Country
ROCAP	Regional Office for Central American Programs
TA	Travel Authorization
TAB	Technical Assistance Bureau
TAB/AGR	Office of Agriculture
TAB/DA	Office of Development Administration
TAB/EHR	Office of Education and Human Resources
TAB/H	Office of Health
TAB/MGT	Office of Management
TAB/N	Office of Nutrition
TAB/OST	Office of Science and Technology
TAB/STS	Office of Special Technical Services
TAB/UD	Office of Urban Development
TCN	Third Country National
TDY	Temporary Duty
UN	United Nations
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development
USDA	United States Department of Agriculture
USG	United States Government
USIA	United States Information Agency (Washington)
USIS	United States Information Agency (Overseas)
USOM	United States Operations Mission

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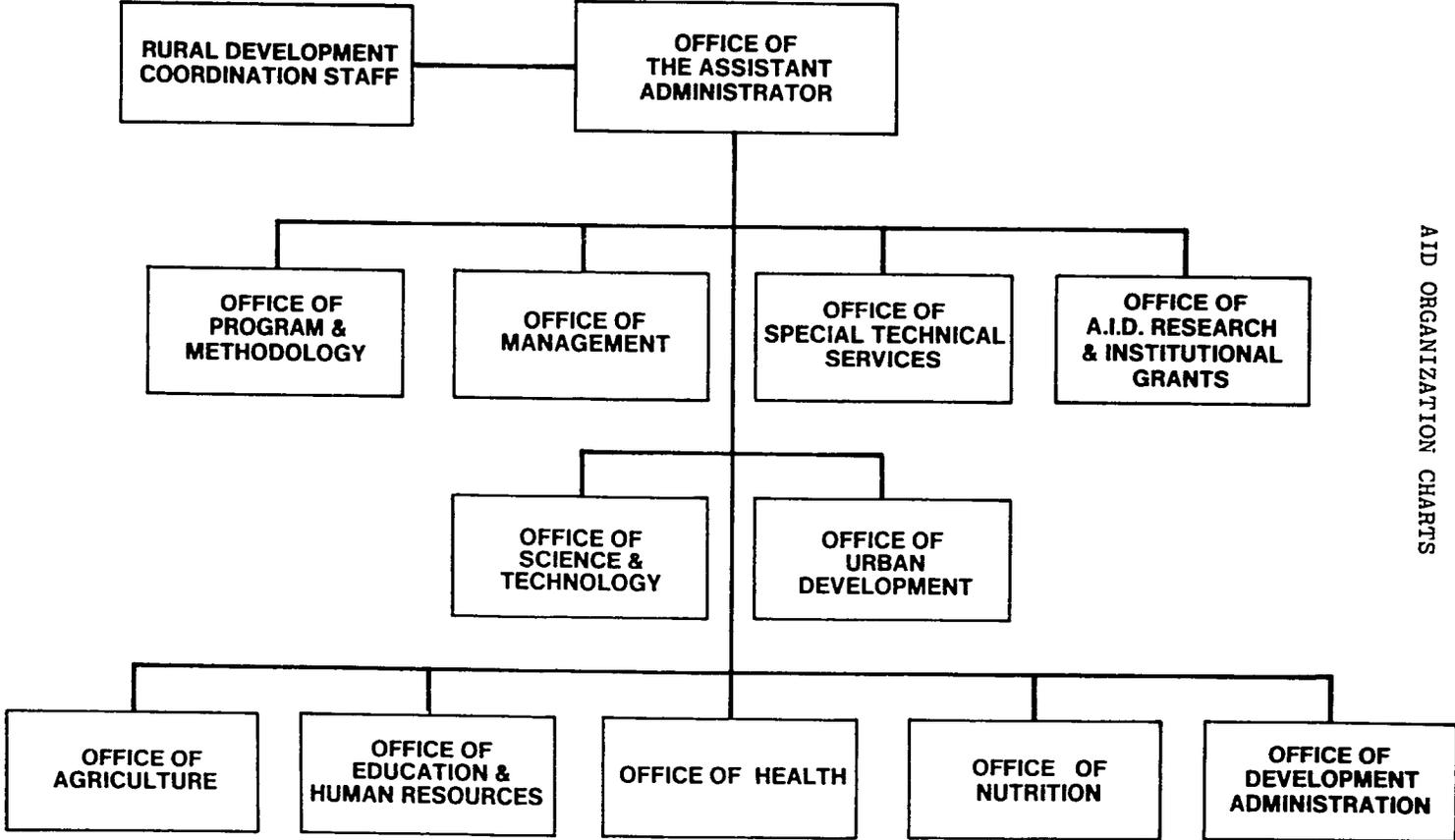
VOA
VOLAG

Voice of America
Voluntary Agencies

WHO
WID

World Health Organization
Women In Development

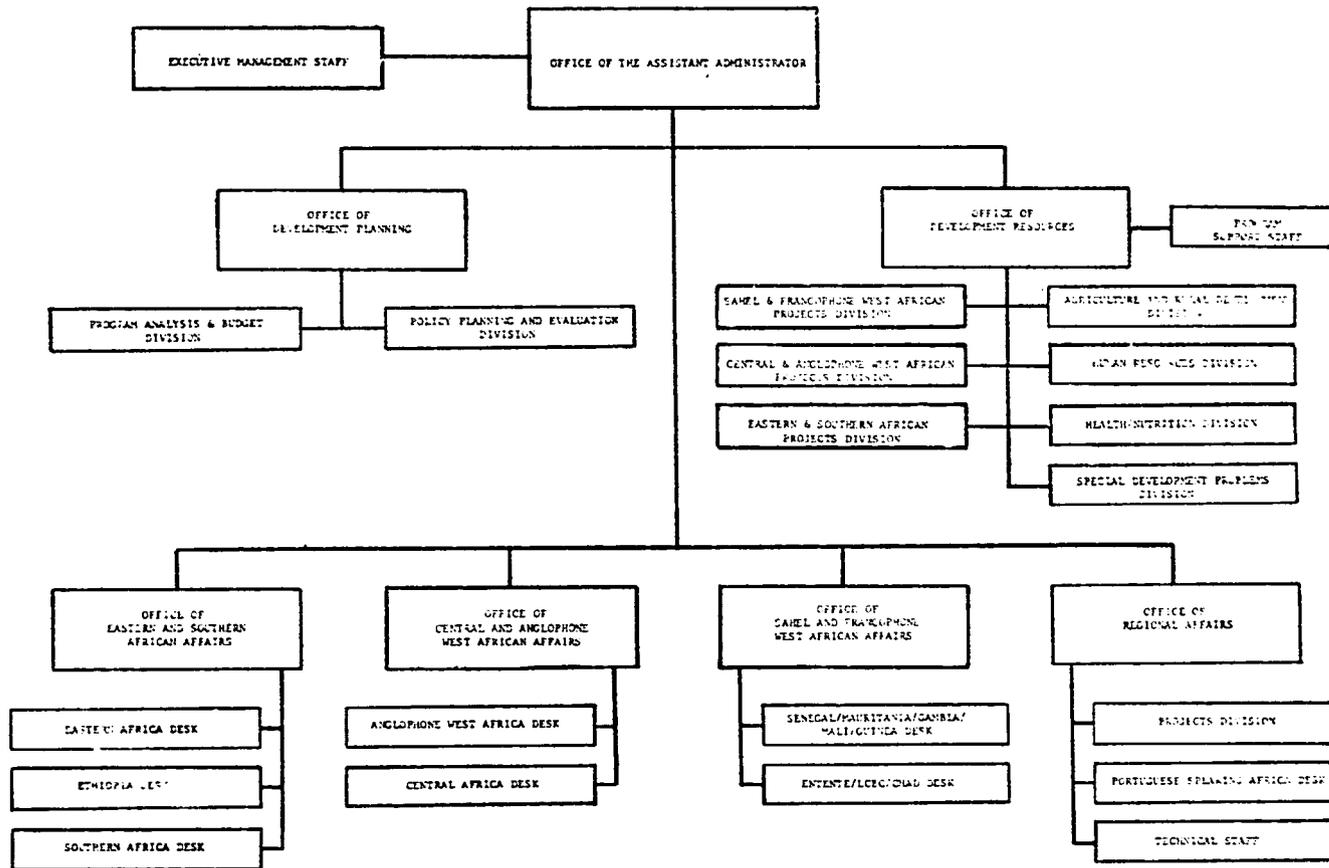
BUREAU FOR TECHNICAL ASSISTANCE



APPENDIX D
AID ORGANIZATION CHARTS

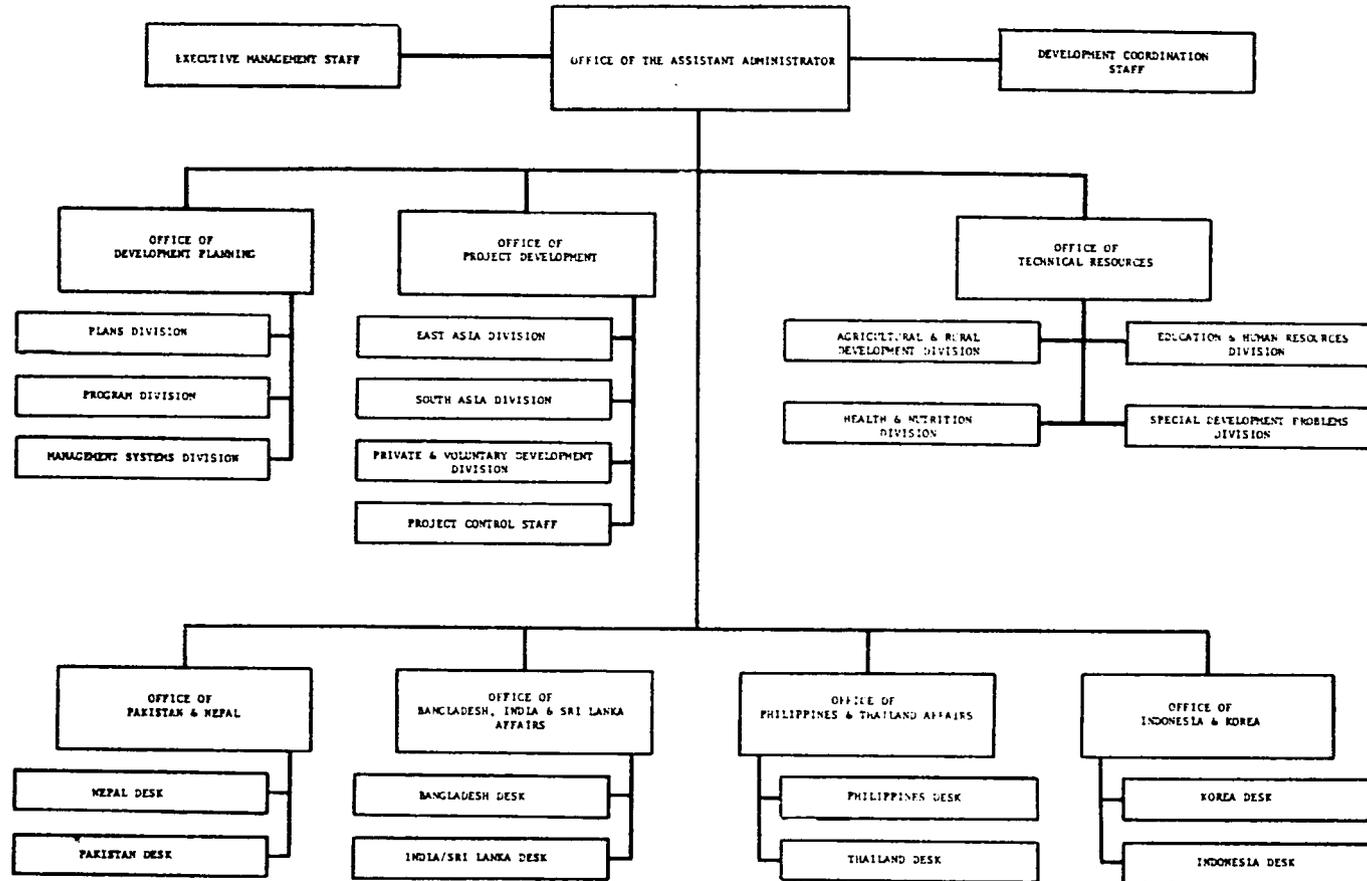
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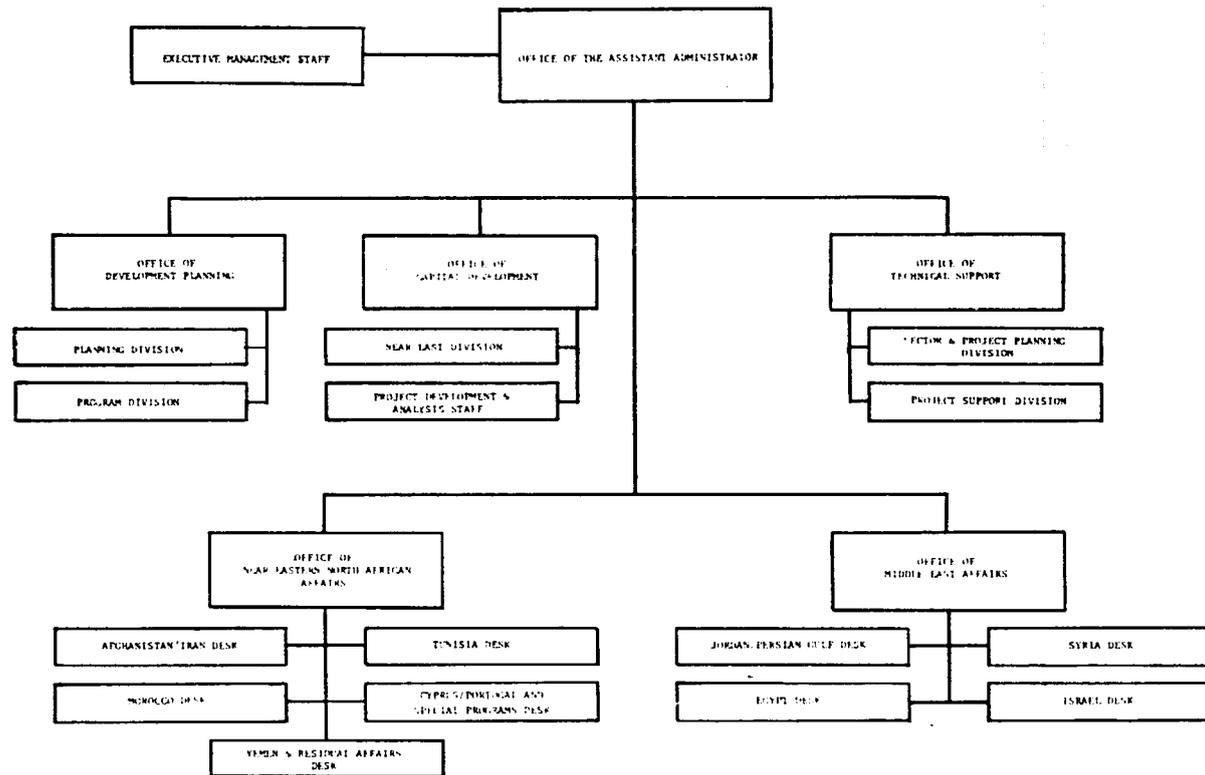


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BUREAU FOR FAR EAST

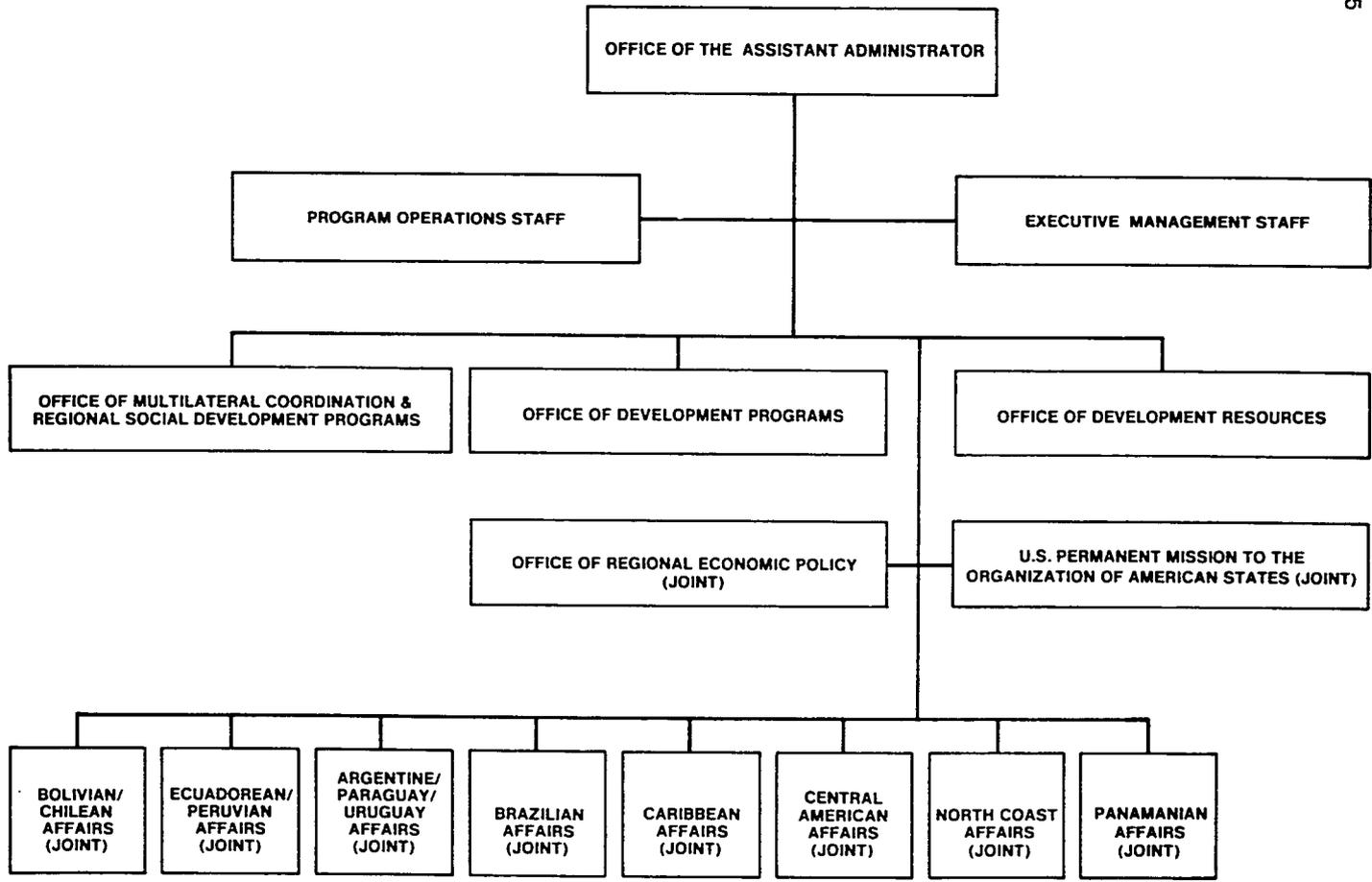


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BUREAU FOR LATIN AMERICA

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APPENDIX E

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

- I. Team Leader (background in communications technology and/or education planning)
 1. Help develop the detailed plan of work.
 2. Assist in recruitment of team of technical advisors.
 3. Serve as liaison to host country officials.
 4. Cooperate with the counterpart team leader or other host country officials 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.

- II. Specialist in radio and low-cost multi-media software production and audio-visual use (including games, graphics, and print materials)
 1. 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?
 2. 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
- 3. 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
 - C. Desire of local personnel to participate in the program
 - D. Sufficiency of present organization
 - 4. 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 level of effort
 2. Types of materials and dates needed

F. Administrative organization required

G. Training of local personnel required

III. 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.

1. 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?
2. 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

3. 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
4. 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)
5. 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
- 6. Administrative organization required
- 7. Specific foreign assistance requirements
 - A. Technical advisors in installation and use
 - B. Equipment
- 8. Training required
 - A. Level: national and local
 - B. Location. host country and abroad
- 9. Costs

IV. Specialist in evaluation and research on 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

- 1 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
2. 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 1 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 2 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 small scale to a national program
 - 1. Suggested time span until measurable results appear
 - 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

V. Specialist in Economics and Finance

- 1. Assist in developing preliminary criteria for selecting cost-effective program size alternatives for different uses, populations and messages.
- 2. 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.
- 3. 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.

4. 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.

5. Consult with appropriate national and provincial officials and technical staffs in the public and private sectors.
6. Prepare his findings and conclusions in written form suitable for use in preparing the project review paper.

APPENDIX F
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.

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.

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

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--possess 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 cooperation from colleagues.

APPENDIX G

EXAMPLE OF CHARTING TEAM ACTIVITIES

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, D.C.

	<u>W E E K S</u>						
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>
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A.)		—	—				
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12.	—	—	—	—	—	—	
13.						—	—

APPENDIX H
EXAMPLES OF TYPICAL SECTOR ACTIVITIES

Agriculture

- 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

H-2

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

Health

- health education
- preventive, promotive, curative medicine
- environmental health services to modify biological hazards to human life from the immediate environment (malaria eradication, rural sanitation, potable water supply, etc.)
- health planning activities
- health worker training

Population and Family Planning

- population awareness campaigns
- birth control information for fertile-age and pre-fertile age persons
- distribution of contraceptive materials
- demographic research
- training of clinical staffs and paraprofessionals

Nutrition

- improvement of hygiene habits
- information regarding the health value of foods

- increased production of small animals
- improvement of weaning foods for babies
- prevention of spoilage of food products at the farm and home level
- school gardens
- fortification of commonly consumed foods
- promotion of increased consumption of certain nutritious foods (i.e., carrots in areas of Vitamin A deficiency)

Education (nonformal)

- out-of-school courses for literacy, numeracy, civics, and vocational skills
- 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

APPENDIX I

MASS COMMUNICATIONS INVENTORY*

I. Basic Inventory

<u>Medium</u>	<u>Present Facilities</u>	<u>Coverage Area</u>	<u>Audiences Reached</u>	<u>Services Performed</u>
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 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 for training, and to what extent and with what result?

* Adapted from Schramm, W., Mass Media and National Development, Paris, Co-edition UNESCO/Stanford University

7. What content is the radio carrying, what sorts, and what language groups can use it?

B. Newspapers

1. How many are there and where located?
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. How well do they cover local news, national news, foreign news?
10. How well do they represent the news, themes and requirements of national development?
11. What do the people think of the newspapers, do they trust them?
12. Do they feel the papers are serving major needs for information?

C. Film

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 for training, and if so to what extent and with what results?
7. What kinds of films are available for viewing in rural areas, and what kinds of needs and interests do they 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 well does the supply of available books represent the topics most urgent to the country's development?

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 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 television carrying, what sorts of needs and interests are its programs designed to serve, and what language groups can use it?

I. Elements and Services

<u>Element</u>	<u>Present Development</u>	<u>Projected Development</u>	<u>Measure of Adequacy</u>
Literacy	_____	_____	_____
Schooling	_____	_____	_____
Electrification	_____	_____	_____
Transportation	_____	_____	_____
Postal service	_____	_____	_____
Telephone and telegraph	_____	_____	_____

<u>AGENCY</u>	<u>Present Development</u>	<u>Projected Development</u>	<u>Measure of Adequacy</u>
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. What programs address the literacy problem?

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 and geographic distribution of people with different amounts of education at present, and what trends exist?
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? What sources?
2. What proportion of the villages are electrified?
3. What expansion is planned?

4. To what extent now, and to what extent ten years from now, will the distribution of electrification affect 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 of 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

<u>Type of Policy or Law</u>	<u>Present Situation</u>	<u>What It Accomplishes</u>	<u>Effect on Mass Communications</u>
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

Agriculture

Nutrition and Health

Population and Family Planning

Literacy

Formal Education

Nonformal Education and Training

Basic Education

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

B. What Media Could Contribute

1. For each area, to what extent could mass media supplement or reinforce existing and planned activities?
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 being considered, 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. What is required in the way of additional or expanded message distribution equipment, such as television and radio transmitters and relay stations, satellite facilities, film projectors, audiotape players, etc.?
2. What is required to produce programs and other messages, such as studio equipment, portable recording equipment, printing presses, etc.?

C. Supporting services and materials

1. What order of need can be forecast for newsprint, for the extension of electric mains or alternative electrification schemes 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 audiotape, videotape, etc.?
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 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 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. What 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 should the government do about import restrictions, tariffs, and taxes on informational materials and services?

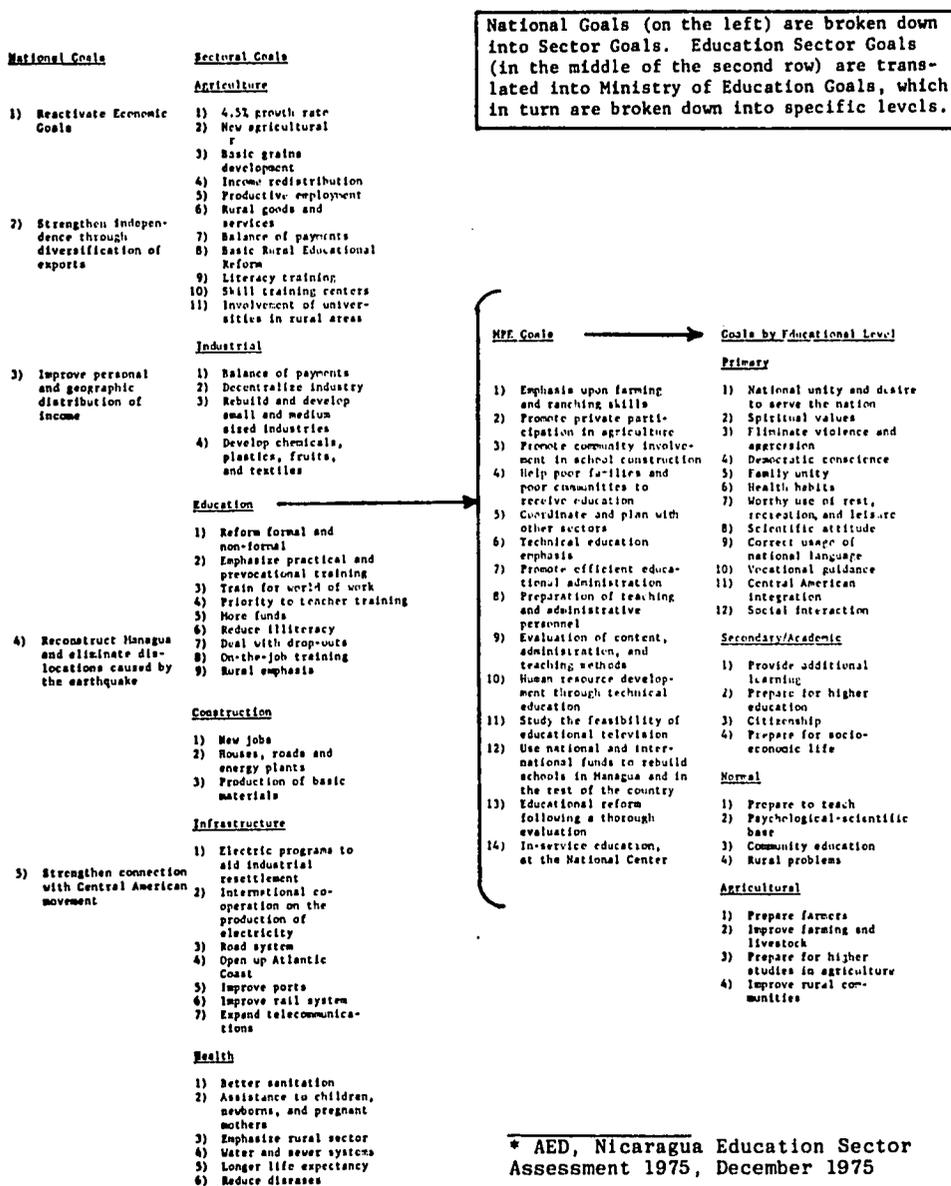
2. What other legislative actions will help to strengthen development applications of the media?

H. Costs

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 foreign exchange costs and how much for local currency expenditures?
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 J

EXAMPLE OF DEVELOPMENT OF GOALS FOR THE EDUCATION SECTOR*



APPENDIX K

EXAMPLE OF ANALYSIS OF CONSTRAINTS IN FORMAL EDUCATION

<u>Constraints</u>	<u>Recommendations</u>
<p><u>Overall Development Constraints</u></p> <ol style="list-style-type: none"> 1. Dependence on a few experts 2. No control on orderly industrial growth 3. Lack of systems to improve 4. Urban development overemphasis 5. Scarcity of skilled labor and equipment, books and facilities for their training 6. Overcoming the 60% capital loss in the earthquake 7. Negative balance of payments 8. Excessive reconstruction needs 9. Inflationary pressures 10. Lack of or decrease in foreign financing 	<p><u>A. Structural Reforms</u></p> <ol style="list-style-type: none"> 1. Administration, management planning 2. Data analysis 3. Intersector coordination 4. Supervision 5. Salary scales 6. Full-time teachers 7. School maintenance 8. National Education Center 9. Textbooks and supplies
<p><u>Education</u></p> <ol style="list-style-type: none"> 1. Resistance to change 2. Ministry internal coordination/cooperation 3. Appointment process 4. Job definitions and requirements 5. Ministry personnel training 6. Decision making process 7. Ministry facilities 8. Inter-agency, interministerial coordination 9. Post-secondary institution 10. Supervision 11. Teacher training 12. Pupil/Personnel accounting 13. Teacher benefits and incentives 14. Data availability and use 15. Facilities/maintenance 16. Curriculum 17. Teaching methodologies/instructional systems 18. Access/retention rates 19. Personnel capabilities 20. Unions/professional associations 21. Rapid growth/high attrition 22. Educational planning 	<p><u>B. Rural Education</u></p> <ol style="list-style-type: none"> 1. Regional learning centers 2. Radiophonic schools 3. Farmer-agricultural school 4. Private non-formal support 5. Rural schools for community activities 6. Vocational and agricultural teacher training 7. Rural school curriculum
<p><u>Financial and Economic Constraints</u></p> <ol style="list-style-type: none"> 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 	<p><u>C. Other Recommendations</u></p> <ol style="list-style-type: none"> 1. University technical education 2. Administration and management courses 3. Teacher incentives--study and design 4. Felt needs and learning needs study 5. Human resource manpower study 6. School drop-out and retention study 7. Campaign for rural education support 8. Financial considerations

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

APPENDIX L

ASSESSING THE STRENGTH OF INSTITUTIONS*

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 administrative and professional staff understand and actively subscribe to the new doctrine?
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?

* 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.

C. Program

1. How originally was the institution developed the content of the program?
2. How relevant is the program to country's needs and stage of development?
3. How strongly are the staff 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 quantity and quality of results are produced?

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 a change," and a sufficient decentralization to encourage middle management ideas, decision-making and responsibility?

D. Resources

1. What are the prospects for continued and increased financial support from indigenous sources, as against 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 ordered 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?

APPENDIX M
Examples of Uses of Communications Media

<u>SECTOR</u>	<u>OBJECTIVE</u>	<u>HARDWARE</u>	<u>SOFTWARE</u>	<u>RESULTS</u>
HEALTH	To extend the reach of trained doctors from medical centers to remote Alaskan health care clinics	Creation of satellite, radio television and computer linkages	Audio and visual communication between primary health care workers and trained doctors for consultations about individual patients.	Successful remote diagnosis and monitoring of patients coupled with on-site treatment in remote clinics.
EDUCATION	To compensate for the limited training of Nicaraguan mathematics teachers To improve the low student interest and performance in mathematics To develop new methods for radio instruction	Use of existing land-based radio transmitters and receivers	Entertaining program consisting of short modules teaching mathematical concepts Use of a variety of formats including: drama, humor, music Incorporation of frequent responses by classroom listeners	Increased interest and achievement in mathematics. Development of new programmed instruction techniques for radio.
HEALTH/NUTRITION	To correct improper health and nutrition behaviors of housewives in three countries (Ecuador, Nicaragua, Philippines)	Use of existing basic radio production and broadcast equipment	Short radio spots using drama to convey basic information about health and nutrition	Reaching up to 25% of the nation's housewives with health/nutrition information. Changes in attitudes, knowledge and behaviors regarding health and nutrition.
AGRICULTURE	To increase low yields of untrained small farmers in two regions of Guatemala To generate knowledge on appropriate combinations of radio and interpersonal communication for agricultural extension	Low-wattage radio transmitters for localized broadcasting; simple AV production equipment	Localized programming incorporating music, gospel, and agricultural information. Use of various formats: lecture, drama, and interview Strong formative evaluation component in production, based on listeners' correspondence to radio stations	Changes in attitudes, knowledge and behavior. Information regarding appropriate combination of media and interpersonal communication for agricultural changes

<p>EDUCATION</p>	<p>To increase the number of ninth grade graduates from El Salvador's educational system.</p> <p>To upgrade the quality of teaching, and thus the performance levels of ninth grade students.</p>	<p>Black and white ground-based television production, transmission, and reception equipment.</p>	<p>Twenty minute "tele-lessons" in a variety of subject areas incorporating an on-camera television teacher, graphics, displays, and occasional clips of film and animation.</p>	<p>Larger numbers of ninth grade graduates performing at higher achievement levels</p>
<p>HEALTH</p>	<p>To reach Tansania's rural population with basic information about health; to stimulate discussion and community action by rural study groups.</p>	<p>Use of existing radio production transmission and reception equipment; Use of available printing process.</p>	<p>Weekly twenty minute radio programs teaching about health through lecture, drama, and discussion; accompanying printed text materials for participants, and study guides for group leaders.</p>	<p>Involvement of 2 million of Tansania's 13 million citizens in the campaign; increased knowledge about health, and specific behavioral changes regarding health.</p>
<p>INFLY-SECTORAL</p>	<p>To communicate information about agriculture, health, and family planning to rural Indian audiences.</p> <p>To test the operational and educational feasibility of applying satellite broadcast technology to the problems of Indian rural development.</p>	<p>Use of the ATS-6 experimental satellite made available by the U.S.; use of existing television production facilities; local production and distribution of black and white television receivers and appropriate antennas.</p>	<p>Programs on agriculture, health, family planning produced by All India radio and the Indian Space Research Organization; use of various formats: drama, music, and lectures.</p>	<p>Involvement of audiences in 2,500 experimental villages in India.</p> <p>Evaluation results regarding levels of interest and learning are forthcoming.</p>

PROJECT DESIGN SHEET:
LOGICAL FRAMEWORK

Life of Project: _____
From FY _____ to FY _____
Total U.S. Funding: _____
Date Prepared: _____

Project Title & Number: **DEVELOPMENT COMMUNICATIONS CENTER**

APPENDIX B

OBJECTIVE OUTPUT	EFFECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p><i>Program or Sector Goal: The broader objective to which this project contributes: (A-1)</i></p> <p>System established at Federal and Provincial level to disseminate to rural audience important and actionable information about agriculture, health, family planning and other development subjects.</p>	<p><i>Structure of Goal Achievement: (A-2)</i></p> <p>Total annual budget of \underline{x} provided for self-sustaining effort.</p>	<p>(A-3)</p> <p>Annual development plans-federal and provincial.</p>	<p><i>Assumptions for achieving goal targets: (A-4)</i></p> <p>Higher Goal: Agriculture, Health and family planning behavior and practices among rural population modernized.</p> <p>Assumption: Campaign messages affect behavior.</p>
<p><i>Project Purpose: (B-1)</i></p> <p>Use of mass media in support of programs of nation building ministries improved and expanded in rural areas.</p>	<p><i>Conditions that will indicate purpose has been achieved: End-of-Project status: (B-2)</i></p> <p>\underline{x} media campaigns planned and carried out. Of these, \underline{x} campaigns feature audience feedback and field participation of affected ministries. \underline{x} population reached.</p>	<p>(B-3)</p> <ol style="list-style-type: none"> 1. Schedules of participating media agencies. 2. Reports from facilitators. 3. Letters from listeners. 4. Sample surveys. 	<p><i>Assumptions for achieving purpose: (B-4)</i></p> <ol style="list-style-type: none"> 1. Continued Gov't priority given to improving health, agriculture and family planning practices of rural population. 2. Media campaigns will be directed exclusively to social and economic objectives.
<p><i>Project Outputs: (C-1)</i></p> <p>Effective Federal Devel. Comm. Center established. Effective Provincial Centers established Village level facilitators identified and trained. Procedures estab. for mounting campaigns.</p>	<p><i>Structure of Outputs: (C-2)</i></p> <ol style="list-style-type: none"> 1. Central Dev. Comm. Center with \underline{x} sections. 2. 4 prov. centers w. staff. 3. \underline{x} village level facilitators ident. and trained. 4. Media and ministry personnel training in country and abroad. 	<p>(C-3)</p> <p>Staffing patterns and training records of Dev. Comm. Centers and participating agencies.</p>	<p><i>Assumptions for achieving outputs: (C-4)</i></p> <ol style="list-style-type: none"> 1. Fed. and Prov. budgets sufficient to cover campaign costs. 2. Sufficient cadres of professionals and para-professionals can be trained and placed on schedule. 3. Participating media and other organizations cooperate fully.
<p><i>Project Inputs: (D-1)</i></p> <ol style="list-style-type: none"> 1. Dev. Comm. Center personnel recruited: central and prov. 2. Commodities: broadcast equipment, printing, reproduction facilities. 3. U.S. technical assistance 	<p><i>Input/Outputs: Inputs (Type and Quantity): (D-2)</i></p> <p>\underline{x} Dev. Comm. Center staff on board. \underline{x} amount of commodities purchased and delivered. \underline{x} technical advisors contracted for</p>	<p>(D-3)</p> <ol style="list-style-type: none"> 1. Government recruitment records. 2. Shipping documents, commodities orders, and project manager reports. 3. Consultant contracts and reports. 	<p><i>Assumptions for providing inputs: (D-4)</i></p>

APPENDIX O

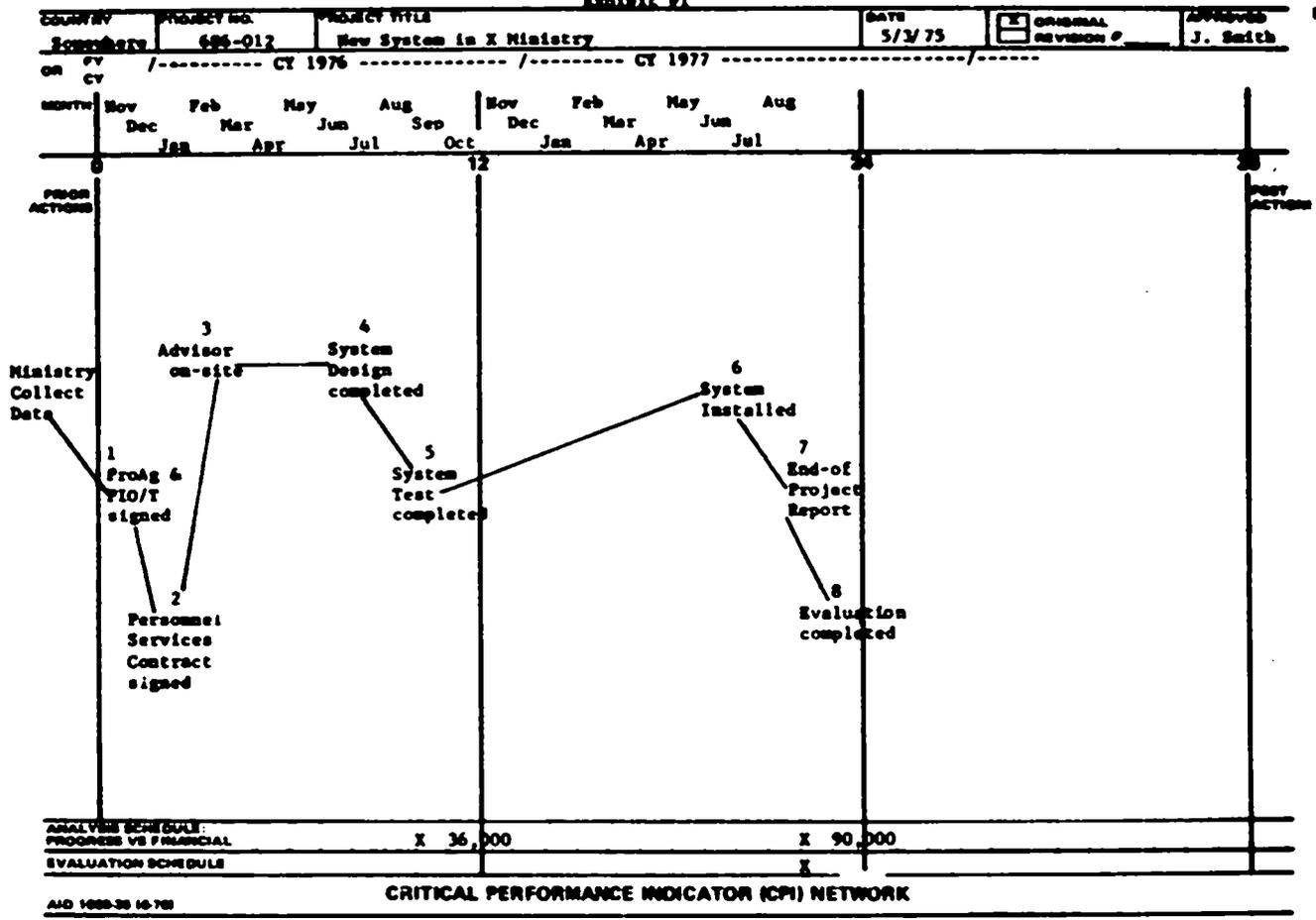
PREPARING THE PROJECT PERFORMANCE TRACKING SYSTEM (PPT) CHART

The first step in preparing the PPT chart is to select the most critical performance indicators (CPIs), which will usually correspond to the indicators developed for the logical framework (See Chapter VI and Appendix N). These indicators are then grouped in logical relationships. It is important that events relating to the evaluation of the project be included as CPIs.

Each CPI is next assigned a date corresponding to the latest date an AID project manager can expect to affect the outcome of the event. The CPIs are then related to each other on a visual chart, reflecting the chronological sequence of events. The draft chart is reviewed by AID, the host country, and team members, whose comments are incorporated in a final version on a standard AID format, along with expenditure plans. Two examples of completed PPT charts can be found on the following pages:

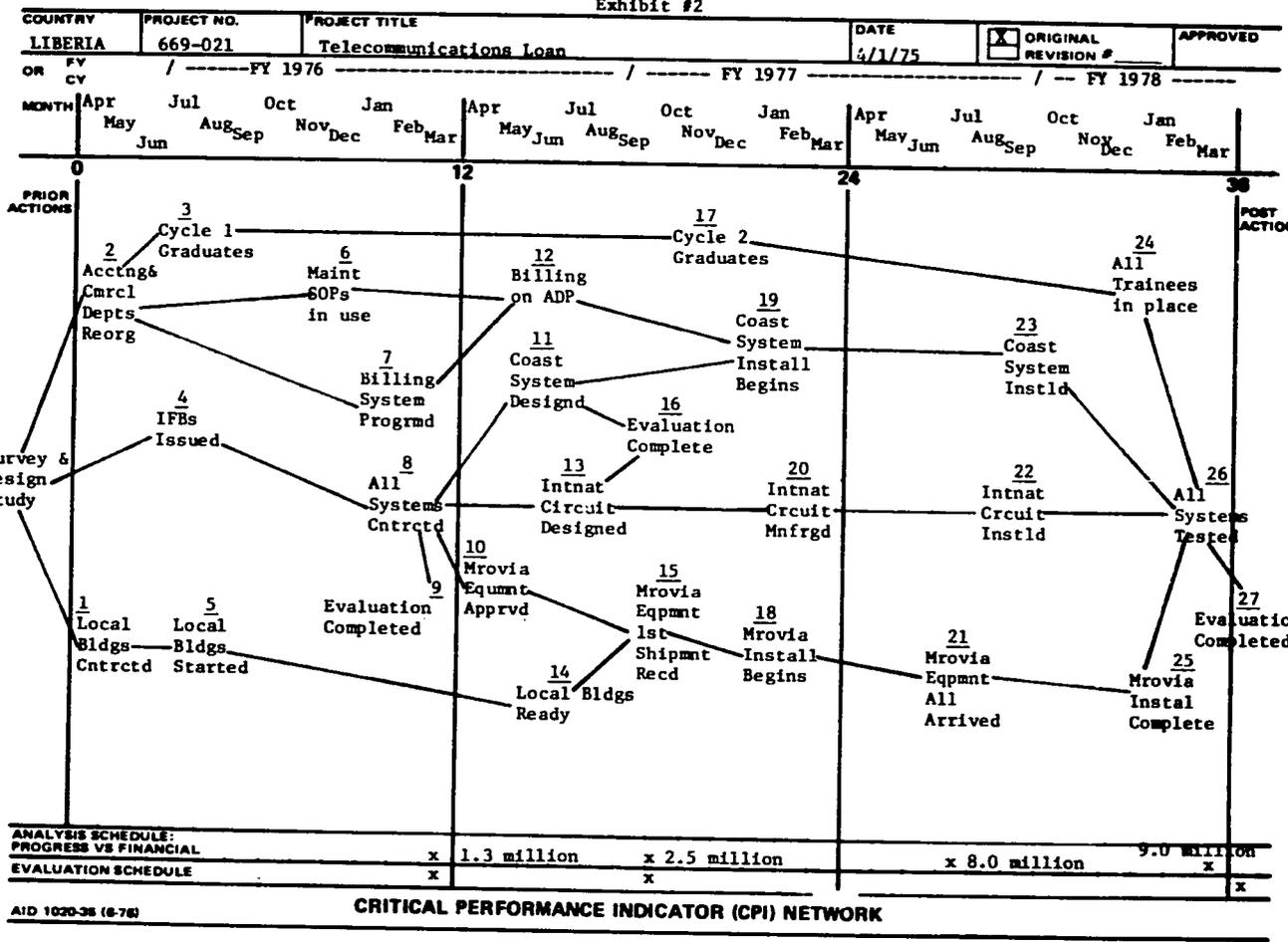
Exhibit 01

0-8



Country: Somewhere	Project No: 686-012	Project Title: New System for Ministry X	Date: 5/3/75	/X / Original / / Revision #	Apprvd:
<u>CPI DESCRIPTION</u> 1. 11/15/75 ProAg & PIO/T signed 2. 1/30/76 Personnel Services contract signed 3. 2/28/76 Advisor on-site - occupying office in ministry building 4. 7/30/76 System design completed - preliminary approval of minister received 5. 9/30/76 System test completed 6. 7/30/77 System installed - at least 3 departments using system - schedule written for all departments to begin use of system by 7/1/78 7. 8/15/77 End-of-Project Report submitted 8. 8/30/77 Evaluation completed					

Exhibit #2



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Country: LIBERIA	Project No. 669-021	Project Title: Telecommunications Loan	Date: 4/1/75	/X / Original / / Revision #	Apprvd:
<u>CPI DESCRIPTION</u>					
<ul style="list-style-type: none"> 1. 4/15/75 Contract signed for construction of warehouse and Paynesville Exchange Bldg. 2. 5/15/75 Reorganization of Accounting and Commercial departments completed 3. 7/30/75 First cycle of in-country training completed 4. 7/30/75 Invitation-for-Bids issued on 3 systems 5. 8/15/75 Warehouse and Exchange buildings started 6. 12/30/75 Standard Operating Procedures for maintenance and spare parts operations in use 7. 1/30/76 Programming and auxiliary procedures for computerized billing completed 8. 2/15/76 Contracts signed for three systems 9. 3/15/76 Evaluation completed 10. 4/30/76 Design and specifications for Greater Monrovia system approved 11. 6/15/76 Design of the Coast System approved 12. 6/30/76 Computerized billing operating successfully 13. 7/15/76 International circuit system design approved 14. 7/31/76 Warehouse & Exchange buildings ready for occupancy 15. 10/15/76 First shipment of equipment for Greater Monrovia system 16. 10/30/76 Evaluation completed 17. 11/15/76 Second cycle of in-country training complete ___ trainees now on job 18. 1/15/77 Installation of Greater Monrovia equipment begins 19. 1/15/77 Coastal System installation begins 20. 2/28/77 All equipment for the International Circuit manufactured and tested at plant 	<ul style="list-style-type: none"> 21. 7/30/77 All equipment for Greater Monrovia system arrived 22. 9/30/77 All equipment for International Circuit installed 23. 9/30/77 All equipment for Coastal System installed 24. 1/30/78 At least ___ trainees now on jobs in the system 25. 2/15/78 Greater Monrovia installation of equipment complete 26. 3/31/78 All systems tested and certified 27. 5/15/78 Evaluation completed 				

APPENDIX P
DILEMMAS IN EDUCATIONAL PLANNING
PROBLEMS OF CONSULTANTS

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

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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 two's 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 was a discrepancy. As it turned out 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 annoyed 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 among the various levels and categories of institutions -

could be subject quite different interpretations of the entire speech and even quite different conclusions of the way the country had or had not accomplished its professed goals.

At it's late date it was impossible to fully check up on the sources of the statistics, analyze the process by which they had been gathered, and 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.

	<u>Total enrollment*</u>
1. <u>Primary School 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

*Actual figures have been changed.

such impact previous international assistance projects had had on enrollment. Surely they were rhetorically 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 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 their difference fully explain the wide discrepancy of 62,000 children? Or were 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.

<u>2. 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.

<u>3. 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

* Actual figures have been changed

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 900, although no one was fully satisfied with this procedure.

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 and classrooms 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

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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 dropouts 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 team'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 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. An assessment should have been made as to how accurate various statistics needed to be. What was at stake? What was the degree of risk involved in utilizing statistics that might be erroneous by a magnitude of 5%, 15% or even 25% in a positive or negative direction?

g. Copies of Huff's paperback entitled, "How to Lie With Statistics" (see Bibliography) should have been read by all members of the consultant 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 "facts of life:"

Can international funding for the construction of large members 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 in urban areas, 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 building, upgrading of rural teachers, and providing a modified rural-oriented curriculum a wise investment? Educational television was being developed for urban schools. Would its 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 to 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 building, 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 no more to be said. 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 even to 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 hurt politically?

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 involved 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 involved the intrusion of another echelon of Ministry of Agriculture TV programmers, production staff, directors, etc. which might have the effect of seriously weakining 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, still controversial, 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, was 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 curricula, 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 (1) whether selected locations were appropriate as test sites for pilot projects to help the rural population develop salable skills, changes in health and other practices; (2) the degree of support by national and local leaders; and (3) 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 was, to the USAID staff, settled matter. The team was surprised to be shown a com-

pleted 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 assessment already done.

Unfortunately, this issue was not carefully explored, either with USAID personnel or with the team members. Unable to foresee the difficulties 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 a "go" rather than a "no go" decision had already been made and that therefore they should devote their full attention to project planning. The feasibility

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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 the team, had he scheduled periodic intensive discussions of impressions, issues, and most important of all, 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 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, concerned 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 overwhelmingly positive assessment of the project by officials of the local government and USAID, he could not easily voice his doubts until he 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 one.

The majority and minority reports were submitted to AID, one containing the message "go" and the other, "no go". How

would AID now handle two conflicting reports?

Clearly AID was 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? Perhaps AID would reject both reports and send out another team to make an independent judgment.

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 alert to the ambiguous situation that was in the making, he could have, first of all, clarified the team's 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 with 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. The host government requested that the project be dropped, thus effectively resolving this particular problem but not that of educating rural people. Although the exact reasons for withdrawing the project were not revealed, speculation included the following:

1. Realization that the project would probably have no immediate dramatic impact on peasants and was therefore of marginal political benefit to the incumbent government.
2. 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.
3. Realization that the project's success would depend upon much coordination and cooperation between agencies and doubts that this could be brought about.
4. Resentment over the compliance provisions for phasing the project as an implied insult by the U.S. Government.
5. 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 that 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 a potentially 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 rural development. At this time a Ministry proposal was revealed for reaching the rural population by 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 suggestions 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 further agreed that the team should limit its visits to two sites.

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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 multi-national 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 radios?

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.

Ambasaador 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.

APPENDIX Q
COMMUNICATION PLANNING AND INTEGRATION OF WOMEN
IN DEVELOPMENT

The integration of women into development is today a sufficiently important issue in project planning for the Agency for International Development to merit special consideration. These few pages should be considered a preliminary and summary attempt to provide orientation and general guidance on how to implement the relevant Congressional mandates in the field of development communication planning. It is a beginning on which those working for AID might build in order to translate an important policy decision into practice, both for the benefit of the women of developing countries, and in the interest of more effective planned development in general.

1. The AID Policy on Integration of Women

The integration of women into national economies is one of the cross sectoral emphases of the Agency for International Development. Such an emphasis was first mandated by legislation known as the "Percy Amendment" (Section 113 of the Foreign Assistance Act of 1973). The amendment requires that the U.S. bilateral development assistance programs conform to the below:

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"Sections 103 to 107 of the Act, be administered so as to give particular attention to those programs, projects and activities which tend to integrate women into national economies of foreign countries, thus improving their status and assisting the total development effort."

The referred to sections 103 to 107 of the Act deal with what are called the "critical development problems, including food and nutrition; population planning and health, education and human resource development; selected economic and social development problems, and support of the general economy of selected recipient countries and international organizations."

This original amendment has twice been expanded (a) to encourage all international organizations and other donors and private agencies to implement similar efforts, and (b) to apply to all AID and related assistance programs covered by Part I of the Foreign Assistance Act.

Thus the Percy Amendment provides the basic concept and gives Congressional endorsement to the increasing concern of many in the development assistance community and several developing countries for the integration of women into socio-economic development. Both the Congressional Mandates and AID's interpretation of the concept* recognize that this

* Policy Determination No. 60, dated Sept. 16, 1974.

equitable sharing in the responsibilities and benefits of development by women often has not come about automatically in the past, nor is it likely to do so in the future; it will have to be given special and explicit consideration. The key question, and the most difficult one to answer is, of course, the "how" of implementation and specifically in the present instance, how communications planners might implement the policy in their work in the field.

2. General Guidelines for Implementing the AID Policy on Women in Development

The Percy Amendment will be most likely to affect the AID development communication planner in the field in that AID requires demonstration on paper of the planner's "conscious concern" for women. All development assistance plans, sector analyses and assessments, preliminary and final project papers and field submissions must include a clear "Impact" statement, i.e., an assessment of how women in the developing country or countries in question will be affected by the development undertaking or planning, and how the plan or proposal will or will not use developing country women's capacities or benefit them.

There is reason for communications planners to be especially alert to the AID concerns. Communications fields are a primary source of additional development and change. To project a lack of cognizance of women's meaningful contributions

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to the economy, to promote education in a manner which either demeans, diminishes or undermines women's roles in the development of their country, is to ensure unfair treatment of women and exclusion of their potential usefulness in the development process. Alternatively, realistic evaluation and portrayal of women's roles, contributions and participation will encourage their greater involvement and accelerate the acceptance of realistic change with less damage and risk in social systems.

The communications specialist in the field will have to be concerned with the AID policy on women's integration into national economies whether he or she will be working on projects specifically addressed to women or not. It will also be a relevant concern for the communications specialist at all stages of AID programming processes, from concept and design through review, implementation, and evaluation.

In particular, the impact statement requires that project planners give a total assessment of how women are affected by the development communication project, both in terms of how they are involved in the development processes being analyzed, how it will use their capacities, and how it will change their lives and status. In doing this it is important to note that:

- Involvement may be at any level and at any stage of the project
- Both U.S. and local women may be referred to

- Impact may be positive or negative, and possibly both

It may be helpful to think in terms of four different kinds of conclusions that might be reached with regard to the Percy Amendment in any given development communications project for AID:

- The project will be (is, or has been) benefiting women as much as is possible;
- The project will have to be modified in a given way in order to benefit women;
- There will be (is) no way that the project can equitably benefit women (Compensatory or substitution measures might be suggested.);
- The project will be (is, has been) regressive in terms of its benefits on women, and there is nothing that can be done about it (Rejection might be recommended.).

To arrive at these decisions, the consultant must do more than give cosmetic recognition to the Policy. While there are no specific guidelines either available or possible,* certain practical procedures can be outlined for the development communications specialist working in the field for AID.

Essentially he or she will have to perform two kinds of

* The policy of AID/WID is not provide such specific guidelines to field Missions; rather to provide general direction which should be used according to local conditions.

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activities in order to implement policy:

- 1. Analyze women's roles and needs within the particular social, cultural economic and political situation, and as they relate to the concerns of the development communication project.**
- 2. Analyze in-depth the communication and other activities the project sets up and the changes it brings about in order to understand how these result in involvement and benefits (or costs) for women, always asking one-self whether it is possible and advisable to increase participation and/or benefits for women.**

What this means is that the development communication planner will have to do a great deal of thinking from a social and cultural point of view as well as the technical or economic. Where such skills are not personally possessed, he or she will have to work very closely with people who do have them. Ideally such people will exist in both the AID Missions and among nationals, and especially national women. Within the Mission the right person may be the Women in Development Officer, and/or if not available, a sensitive professional, perhaps but not always a woman. Such people will hopefully have at least some of the needed national data on hand and available to the consultant.

3. Principles and Check Questions in Implementation

Listed below are six principles which might be kept in mind in communication planning and a list of questions that might help to ensure adequate attention to the Percy Amendment at several points in the planning process.

3.1 Six Principles

1. A wide variety of development communication projects will have or should have an impact on women.

It is dangerous to assume that women should be involved in and only benefit from communication projects in the areas of population, health, nutrition and (formal) education. It should be remembered that women account for an estimated 50 percent of food production in developing countries, and in some areas such as Africa, 65 percent of all the food production is carried out by women, generally in the subsistence and poorest levels of the economies. The actual kinds of tasks that women perform may vary in different countries and within countries. Thus communications activities associated with such objectives as: agricultural credit; fertilizer use; new crop varieties; livestock; marketing; etc.; may require such explicit consideration of women as: selection of audiences for messages; content areas specifically directed to women's special roles and needs; logistically suitable timing and packaging of messages for women; training of women for field support staff; and so on. It cannot be assumed that information directed to

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men as "heads of families" (e.g., agricultural information) will also reach women "heads of families" and be usable by them.

2. The changes that development communications activities promote may have different impact on women than they do on men.

When men and women have different roles, needs and opportunities to begin with, development activities may affect them differently. Thus it is quite likely that a project may end up benefiting men, but not benefiting women, or benefiting women less than men, or even detrimentally affecting women's established economic and social contributions. What happens depends on a variety of factors, including the existing social, political and economic structure. The development project planner will be able to control some variables (e.g., who gets specific information) but not others in planning for equitable distribution of benefits. Where control is not possible, these variables may enter into the planning process as constraints, and often these should be acknowledged in the impact statement (e.g., mass media stereotyping of women and women's roles in society; cultural norms which limit women's ability to participate in economic activities; etc.).

3. Special measures will often be required both to involve women in development and to assure them equitable benefits.

Women's range of involvement (social, economic, political,

etc.) in most societies tends to be more limited than men's. Again, just as there is often an in-built tendency for the poorest groups to get less of any universally desirable good that is accessible to all, there are similar tendencies in many developing areas which weigh the chances against women getting their share of a benefit equally desired by and accessible to both men and women. Thus special measures will often have to be built into development communication projects to both help women participate and help women benefit (e.g., linking onto local women's groups in the communication strategy; providing women with interpersonal as well as mass media attention; etc.).

4. The "audience" of development communication activities is not necessarily identical to the largest beneficiary group.

Often population, health and nutrition messages are directed towards women, in part because of their assumed decision-making role in the areas and in part because they are more easily reached. But men and children often also benefit, and may benefit more than the women. That is, women may act as a kind of link in the flow of communications, but may be forced to pass on most of the improvements in the quality of life that result, perhaps because of inter-family distribution of goods or because of their dependent position. Situations vary, but it is important not to accept first

impressions as the correct ones (e.g., increased food supply or family income may not mean more of either for women, or may increase their dependency) or to be side-tracked by scientific jargon. Usually in-depth and long-term analysis is needed, tracing the benefit path always within the constraints of a given context from primary beneficiary to the secondary beneficiary, and so on.

5. Impact of development communication activities will rarely be a unidimensional positive impact.

In looking for benefits the costs often tend to be forgotten. The impact statement should look at the negative as well as the positive side of the picture. Both sides can have many dimensions, and many components, some more social in nature and others more economic.

In traditional societies the social costs of change tend to be particularly high for women, because their behavior is so restricted by social and cultural norms (e.g., joining a development organization, preparing a new food or attending a family planning clinic may expose the woman to social criticism, loss of prestige and perhaps even threaten family relationships). Thus the social costs of change should be given special attention when considering benefits for women.

There has been a great deal written about the economic costs of change for women: e.g., the superimposed systems of education and training, banking and credit, etc., leading

to assumption of new responsibilities in public administration, finance and technology by men, have often displaced women from income producing activities and provided no concomitant opportunities, rewards or even access to the means of advanced control over their own or children's lives. Economic dependency is thus forced upon women who may already find it difficult to play a restrained social and political role. The effects may be seen throughout the family with growing disparity of partnership to improve family conditions, and reduced stimulation of children to successfully cope with decision-making.

6. Participation of women in project activities is often but not always related to women sharing equitably in benefits.

Participation or involvement of women in development communication project activities and processes is often essential in order for women to have access to project benefits. This applies to local beneficiaries as well as project planners, managers, field staff, etc. Women, both as individuals and groups, should be considered at all levels (e.g., as project planners and managers; as field staff; as local people who can contribute to and benefit from information; etc.) and at all project stages, (including planning). It is important also to keep in mind that it is very easy to just add another burden to already overburdened and overworked women (again including local women) which does not really give them any short-term benefit, and often very little benefit in the longer term. A differentiation between additional responsibility, plus benefit, and additional responsibility with uncertain benefit is therefore sometimes necessary.

3.2 A Checklist of Questions

A checklist of possible questions that might help the development communication specialist in the field are suggested below:

General Questions:*

- 1) How will the project affect the pattern of living of women and women's incomes?
- 2) If women's lives or status are going to be affected adversely, what provision is made to help correct this?
- 3) Are women included in the project planning team?
- 4) If the project involves local participation, are women being encouraged to become involved?
- 5) Are women being included when project goals, procedures and explanations are given to the local citizenry?

* These are from the checklist provided in the Appendix of Ester Boscrup and Christina Liljencrantz, Integration of Women in Development, New York: United Nations Development Program, 1975.

- 6) Are evaluations being made of the effectiveness of the participation of women in projects? If especially good or bad, are assessments being made of the causes?
- 7) Are opportunities for training being made available to women? If women are not taking advantage of these, have the causes been examined? Are steps taken to correct this situation?
- 8) Is consideration being given to the various roles of women? Women as family members and mothers? Women as agricultural producers? Women as traders and marketers? Women as community leaders? Women as educators, as purveyors of local traditions?
- 9) Are women included on the project executing team as a means to involve local women in project activities?
- 10) Does project evaluation include an examination of the effects of the project on local women? Are these beneficial or detrimental to women? If detrimental, are the causes being determined? What actions are planned to counter-balance harmful effects to women?
- 11) Do project reports include a section on the

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participation of women; on effects of the project
on the advancement of women?

Specific Communication Questions*

1. Has advantage been taken of women-to-women types of communication which may exist in different kinds of women's organizations?
2. Have special socio-cultural and economic constraints that exist on women been taken into account in setting objectives that involve them and in calculating what involvement might cost them?
3. Have any needs to build women's confidence and their decision-making abilities been taken into account in the nature and timing of the development communication project activities?
4. Are the media channels selected and the timing of message delivery chosen suitable for reaching women?
5. Have women's special needs and interests been considered in any communication content and the format in which messages are presented?
6. Have women's frequently lower educational levels been

* This is a suggestive list and in no way pretends to being complete in a given situation.

taken into account in designing messages so that women are not excluded through incomprehension?

7. Are project field communicators socially and culturally acceptable to women?

8. Has it been assured that any communications directed only to men will also be passed on to all the women who need the information and in an appropriate form?

9. Have women been taken into account in their often key role as inter-generational transmitters of information of various kinds (i.e., as mothers)?

10. Have any special constraints existing on women's ability to communicate their aspirations been taken into account (e.g., to articulate their own needs, to have a say in family, community matters, or national matters)?

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