

U.S. TITLE XII PROGRAM STUDY

A PARTNERSHIP FOR GREATER GLOBAL AGRICULTURAL PRODUCTION

AND

THE NEED FOR IMPROVED INTERNATIONAL DEVELOPMENT COMMUNICATIONS

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December 1988 - January 1989

FOR

(BIFAD)

THE BOARD FOR INTERNATIONAL FOOD AND AGRICULTURAL DEVELOPMENT

TITLE XII STUDY SUMMARY:

According to the legislative mandate which governs the direction of the Title XII program, its ultimate goal is "to prevent famine and combat global hunger and malnutrition."

In addition to focusing on greater food production and agricultural development in the Third World, the Title XII university program, as it enters its second decade, will also emphasize environmental improvement and sustainable agriculture.

The purpose of this study is to postulate that none of the objectives and goals of the Title XII program can fully be achieved without the incorporation of media relations and public information and education programming (development communications) as integral parts of all Title XII program designing and implementation.

This means that development communications, the producing of public information and media products, which convey specific program messages and themes and which are disseminated to identified Title XII natural audiences/constituencies and key contacts, must be practiced by all the various participants in the Title XII program, both within the United States and abroad.

It is essential that the American public and U.S. taxpayer identify with and support the Title XII community and that they understand the vital role individual state agricultural universities, colleges and research centers are playing to achieve international agricultural development in support of overall national interests and the attainment of U.S. foreign policy goals.

Of equal importance is the need that foreign leaders and peoples, as well as the direct recipients of Title XII agricultural assistance, realize and understand the nature and objectives of U.S. aid and how it can best be used to better their quality of life and to promote long-term sustainable agricultural growth.

Title XII OBJECTIVE AND PARTNERSHIP:

If the aim of the Title XII program abroad is to effect the needed changes in agricultural policies, institutions and practices that will promote sustainable growth and combat famine, hunger and malnutrition, then a renewed, more aggressive, more persuasive development communications program must be launched and participated in by all the partners and/or participants that make up the Title XII community.

The Title XII partnership in the U.S. consists of a triad, the Title XII universities, colleges and research centers, the concerned U.S. private sector and private voluntary organizations, and the U.S.G. which is represented by the U.S. Department of Agriculture (USDA), the U.S. Agency for International Development (USAID) and the Board for International Food and Agricultural Development (BIFAD).

The overseas Title XII partnership is a more focused grouping, including the Title XII project university or universities, the country USAID Mission and other concerned U.S. embassy elements and the involved foreign agricultural institutions (universities, ministries, public groups, etc.). In some countries, U.S. Peace Corps Volunteers have been incorporated into Title XII projects. Where this occurs, PCV participation should be included in any Title XII public information or media relations activity.

In a review of current Title XII documentation, there appears to be a consensus on several key points among most, if not all, of the partners in the Title XII program:

- °° "that U.S. universities are an important and sometimes unique resource that have played and should continue to play a very important role in U.S. efforts to encourage agricultural development in the Third World."
- °° "that there must be a greater collaborative effort made between all the Title XII partners to pursue the concept of sustainable agricultural growth without degrading the environment commonly shared by all in an increasingly interdependent world."
- °° "that the Title XII community, especially participating U.S. universities and colleges in cooperation with the U.S.G., has enormous communications resources that could be channeled into an effective public information, education and media relations effort which would promote the international goals of the Title XII program."

TITLE XII MESSAGES AND THEMES:

There are numerous stories in the recent past where the objectives of U.S. presence and supported projects abroad were achieved only in part, if at all, due to the lack of complete and understandable communications with concerned foreign audiences regarding the nature and scope of U.S. assistance, its objectives and how it was intended to impact on and effect change within the project-country society.

The benefits and objectives of direct or indirect U.S. funded agricultural projects abroad must be clearly communicated to all affected recipient audiences. Failure to

incorporate public information and education into a project design will most certainly negatively impact on both short and long-term assistance objectives. Also, if recipient audiences are not informed (appropriately taking into consideration local sensitivity and/or nationalistic feelings), they may never know or appreciate the fact that aid and technical assistance given them was paid for by the American people and channeled to them through the Title XII program or other forms of U.S.G. foreign assistance.*

The point here is that all Title XII project managers must adopt the ongoing practice of analyzing their projects both in the design and implementation stages to select the proper messages and themes that when produced in appropriate public information materials and disseminated, will educate project recipient audiences as to the true origin and objectives of Title XII assistance.

Each Title XII project will produce its own set of messages and themes, but there are numerous common messages and themes that can apply to foreign audience communications throughout the Title XII program. A selection of general messages and themes are listed below. Both foreign audience and American constituency messages and themes are included.

MESSAGES AND THEMES TO BE DIRECTED TO U.S. AUDIENCES** →

- °° that U.S. support for Third World agricultural development does not increase foreign competition for American farm products. On the contrary, increasing the incomes of rural agricultural populations opens up new marketing and trading opportunities for American products and services.
- °° that since any deterioration in the world's environment will affect all peoples, U. S. initiatives and support of environmental conservation and sustainable agricultural development will directly benefit both developed and developing nations

* For further points of concern in "Cross Cultural Sensitivity," see Unit 4, A Resource Packet for International Programming, June 1987, International Connections.

** For a good review of U.S. public perceptions of foreign assistance see "Ideas and Information about Development Education," Spring 1987, #4, a publication of the InterAction Development Education Committee and the International Development Conference.

- °° that the U.S. Congressionally-funded Title XII program is one of the best systems through which the technology, experience and expertise of the American agricultural community can be channeled to assist the Third World in food production and other means of combating hunger and malnutrition, environmental conservation and long-term sustainable agricultural growth.
- °° that the Title XII universities, colleges and research institutions provide a unique channel of communicating American ideas, opinions, objectives and values to audiences throughout the developing world, i.e., a vast number of American faculty, researchers and graduate students from all 50 states, representing some 60 plus campuses and research centers, are working in some 67 different countries. The potential worldwide audience for these American communicators is enormous.
- °° that U.S. public and media interest in and support of the Title XII program directly impacts on the effectiveness of Title XII project teams, the success of projects and the level and quality of public information and education directed at overseas project recipient audiences. The more the U.S. public knows about the Title XII program and U.S. foreign assistance in general, the better the climate will be for an increased flow and exchange of development information.
- °° that the U.S. Title XII university community, in cooperation with the Agency for International Development, is in the forefront of representing American interests abroad and of directing international attention toward the conservation and sustainability of the environment and natural resource base of the developing world.
- °° that the linkages that have been established between U.S. and foreign educational/agricultural institutions provides for many mutual benefits, i.e., the exchange of students and faculty, the exchange of ideas and technologies, the improvement of bilateral understanding and relations, better knowledge of and access to American products and services, etc.
- °° that about 70 cents out of every taxpayer's dollar that goes toward the implementation of foreign assistance programs and projects abroad stays in the United States for the purchase of American products and services that are used to support the U.S. foreign aid effort. Both the American agricultural community and related private sector/business communities directly benefit from the Title XII and other foreign assistance programs.

MESSAGES AND THEMES TO BE DIRECTED TO FOREIGN AUDIENCES:

A reminder: All messages and themes used in communicating with overseas audiences must be developed within the sociopolitical context of the host-country and target audiences, to include, local language nuances, frames-of-reference, levels of literacy and traditional customs. Also, the adapting of project objectives into messages and themes for local public consumption must be done with the advice and cooperation of the country USAID mission and U.S. Information Service office (USIS). It is through the local USIS information dissemination system (for written and audio-visual products) that most if not all Title XII communication activities directed at local audiences should be channeled. As possible, credit should always be given to local counterpart institutions and U.S. contributions should be presented in a supportive role.

The following are examples of basic generic type messages and themes that might be adapted for Title XII project communications abroad.

- °° That X U.S. Title XII university is in Y country to assist in and support the agricultural development of the nation (specify). That X American university project team shares common interests and experiences in agricultural challenges and growth (specify).
- °° That X U.S. university is working in partnership with host-country institutions and government elements (specify) and the USAID Mission to improve the agricultural production of the nation and the quality of life of its people (specify).
- °° That X U.S. Title XII university not only has an interest in long-term, sustainable growth of the nation's agricultural base (give example), but is active in other forms of exchange and bilateral relations (specify, i.e., student-teacher exchanges, book and information exchanges, special study or scholarship projects).
- °° That X U.S. Title XII university is part of the American team (specify, i.e., USAID, Peace Corps, other U.S. agencies) working in Y country to promote national growth in agriculture, trade, etc., (specify).
- °° That the Title XII partnership recognizes and is addressing the impediments to national agricultural development (specify, i.e., inadequate incentives, lack of production inputs, inappropriate institutions, lack of development information and education, lack of training and manpower skills, poor infrastructures, etc).

- °° That Title XII university projects are only part of the partnership effort toward national sustainable growth. The needs of the poor, i.e., food, fuel and shelter, must also be addressed in a manner that minimizes the deterioration of national resources or loss of biological diversity.
 - That long-term goals of sustainable growth must be the bases of design for short-term solutions.
 - That local community and/or ethnic concerns must be considered in national level planning (national cooperation toward national goals with U.S. assistance) of projects that involve river systems, watershed and flood control, underground water systems, crop irrigation, forestry management, transportation right of way, etc.
- °° That U.S. Title XII universities are as a community committed to promoting agricultural development in the Third World, in X region and/or in Y country. That the specific Title XII projects in Y country are promoting human resource development, institution building, scientific capacity to stimulate and support development, new initiatives and techniques in agricultural production, agricultural education, training, and research, agricultural extension work, long-term application of science to solve food and nutrition problem, new credit systems and pricing policies, etc.
- °° That Title XII projects promote collaboration between U.S. and host-country scientists and/or agricultural specialists (specify) in furthering national goals of resource conservation and sustainable growth (specify).

TITLE XII AUDIENCES [®]

The identification and selection of Title XII audiences, key contacts and/or constituencies are critical to the success of any public information activity that might be conducted in the U.S. or abroad by Title XII participants.

Selecting basic program and project messages and themes that are appropriate for a particular university or state climate in the U.S. or country environment abroad is only an initial step. Once target audiences have been agreed upon, then all selected messages and themes must be refined and redrafted to communicate with both general and specific audiences.

But, until you have compiled your audience or audiences, the crafting of message-theme materials for public release cannot proceed, nor can you properly choose or design the appropriate communication product/activity to convey your message material to selected audiences.

The easiest way to develop an audience distribution list is to first list all institutions, organizations and groups that are involved, with, affected by or should be affected by Title XII activities and then add in the names of key individuals who actually make things happen, people who control policy, program design and resource or public opinions and attitudes. Also, some key individuals will have to be listed separately who do not land themselves to organizational labeling.

Like any contact list, Title XII audience lists must be up-dated from time to time.

The best way for a Title XII project team abroad to identify and compile its audience list is to work with their counterparts, the concerned USAID mission program officers and the in-country USIS office. USIS post around the world maintain a host-country key contact and target audience list of U.S. informational, cultural and other American embassy communications activities.

Because of the U.S. Information Agency's mandate to communicate and explain U.S. policies, actions, culture, tradition, objectives, etc., to foreign audiences, all of USIA's overseas posts (USIS) have and use media products and audience lists (known as Distribution and Record Systems - DRS). This is an invaluable resource of the U.S.G. abroad to which the Title XII community should look for public information activity assistance.

For the development of audience lists in the U.S. by Title XII institutions, probably the easiest course to follow would be to first review all institutional public information media and press release, reports, alumni, scholarship and fund-raising lists and select out key contacts and target audiences. With additional thought regarding who and which groups in the area and state that should be informed about the Title XII program and U.S. foreign assistance in general, the list should be complete.

U.S. AUDIENCES

A Title XII university audience list in the U.S. might contain the following:

- °° local public media, i.e., newspapers, radio and TV stations.

- °° local and state PBBS stations and network affiliate stations.
- °° key local and state journalists and announcers.
- °° campus media outlets, i.e., university newspaper, radio and TV channels.
- °° other in-state university and other educational media outlets.
- °° selected educational and professional journals and magazines.
- °° key local, county and state education officials.
- °° key educators concerned with international affairs,
- °° including agricultural development activities.
- °° key state and national agriculturalists.
- °° the agricultural community including private sector agobusinesses, farmer associations, granges, 4-H clubs, etc.
- °° selected civic, social and professional organizations.
- °° appropriate members and committees of state legislature.
- °° U.S. Congressional representatives.
- °° institutional alumni.
- °° concerned in-state PVOs and NGOs.
- °° concerned in-state environmental and other interest groups.
- °° concerned in-state IQC and 8-A firms that receive A.I.D. contracts or otherwise support Title XII overseas programming.

FOREIGN AUDIENCES :

A Title XII project audience list in a particular country abroad might contain the following categories of key contacts and target audiences:

- °° local public media outlets, newspapers, radio and TV stations.
- °° journalists' associations.

- °° economic and development reporting journalists.
- °° foreign and international media representatives.
- °° concerned host-country government ministries, agencies and institutions.
- °° selected educational and research institutions.
- °° local agrobusiness and agricultural communities.
- °° local trade and financial organizations (public and private).
- °° farm cooperatives and other farmer organizations.
- °° selected religious, civic and military leaders.
- °° agricultural and farm credit institutions.
- °° involved or interested PVOs and NGOs.
- °° other concerned donor nation representatives.
- °° other sectors of the public that are directly or indirectly affected by Title XII projects.

TITLE XII PROGRAM AND ACTION RECOMMENDATIONS:

The following is a set of recommended public information and education programs, projects and actions that should be taken under consideration by the Title XII community. These suggestions range from the specific to the very general.

Title XII participants are encouraged to adapt these questions to their own working environments either at home or abroad, and to redesign these program or project ideas to match available resources and realistic goals.

Also, it is hoped that these few suggestions will serve as stimuli to the Title XII community to create and mold their own development communications activities.

As noted earlier, when a Title XII participant is contemplating an overseas development communications project, close coordination must be maintained with both the in-country USAID mission and the USIS post.

In the field, USIS originates and conducts both U.S. information and cultural programs directed at host country audiences. Their communications resources include press releases, publications, radio, television and video cassette program materials. Many of these media products are produced

locally, others are provided by the media divisions of USIA in Washington. It is through the overseas USIS posts that all local and international press-media relations should be coordinated. The distribution of informational materials to foreign Title XII contacts and audiences should be coordinated with USIS also.

Hopefully, in most if not all cases a proposed Title XII country-specific information program will fall within the scope and objectives of the local USIS operation and will be supported by its communications resources. This study, however, is based on the assumption that most overseas Title XII public information initiatives will be funded in part, if not fully, by Title XII project monies.

Some Title XII universities have already published impressive project publications, but most of them have been in English and given only limited distribution. In the future, all such publication efforts should also be evaluated for translation and targeted audience dissemination within the project countries.

To expand the scope and production of public information materials within the Title XII institutions in the U.S. will require increased cooperation and support of the entire Title XII community. There are already considerable resources in the public information and education area available. All of the Title XII universities have some form of public and media relations office, which already produces various informational materials on university activities that are regularly sent out to university constituencies. Also, most agricultural schools have their own public information or agricultural communicators who are actively engaged in promoting better professional and public understanding of agricultural programs, research and technological advancements.

A.I.D. and BIFAD Washington need to encourage the dialogue between all the Title XII participants in the U.S. and overseas, to think about, support and act on broadening the Title XII mandate to include a more active public information and education effort to communicate the value and objectives of Title XII to its natural audiences, both domestic and foreign. This is the bottom line intent of this study.

RECOMMENDATIONS FOR THE CONSIDERATION OF BIFAD AND A.I.D. WASHINGTON:

- °° that BIFAD review and incorporate into its basic documentation, when possible and where appropriate, language that will suggest and facilitate development communications as a standard consideration in the design and implementation of all Title XII programming.
- suggested language changes for the 1989 Congressional Presentation have already been provided BIFAD.

- also, a partial rewrite of the National Association of State Universities and Land Grant Colleges statement of principles to reflect the need for an improved public information and education effort is attached.
- °° BIFAD through a contractual arrangement and/or in cooperation with A.I.D.'s Bureau for External Affairs (AID/XA) should develop a public information and media relations workshop for appropriate members of the Title XII community in Washington or at selected university sites. The design and conduct of development communications both in the U.S. and overseas should be discussed. Also, discussions should be initiated by BIFAD with USIA Washington to formalize the procedure by which Title XII teams receive local psychological, media and cultural briefings from USIS posts abroad as part of their orientation upon arrival in project countries. It is assumed that such in-country briefings would be coordinated by concerned USAID missions.
- °° BIFAD with the cooperation of XA and the A.I.D. geographic bureaus should devise a speakers' program targeted at the Title XII community and its natural constituencies within the U.S. Title XII concerned A.I.D. mission directors, deputy directors, program officers and agricultural officers, who are willing and adept at public speaking, should be programmed (during periods of TDY in the U.S.) at selected Title XII university campus and local area civic and business groups. Interviews with local public media outlets should be arranged also. Quality, not quantity is needed for such a speakers' program to be effective. Also, a speakers' program which would provide current information about Title XII projects, how they promote U.S. objectives and better bilateral relations, etc., must be sustained over a period of time to have real impact (concept discussed in Dr. Robert Kleis memorandum to BIFAD of October 15, 1988).
- °° A BIFAD/XA review of the BIFAD Briefs should be conducted to ascertain if and how this bi-monthly newsletter might become a more effective instrument of communicating Title XII messages, themes and success stories to a broader target audience, i.e., state and federal legislators and public media outlets. -- Caution must be taken, however, in the writing and editing of the BIFAD Briefs or any other BIFAD/Title XII community produced informational material for public release to avoid the too technical, in-house or

bureau language and expressions that only a Title XII program involved person would understand. If the reader does not easily understand a Title XII written presentation, he or she will not be able to identify with the subject matter and most certainly will not support it. Examples of in-house language that should be avoided or explained in lay terms include multi-disciplinary approach, agro-ecological approach, ecosystem analyses, biomass distribution, underground aquifer depletion, agro-ecological zones, regenerative agriculture, etc.

- °° Title XII speakers abroad. Overseas Title XII project team participants should be looked at more closely by USAID missions and USIS posts as a source of U.S. speakers to program before appropriate foreign audiences. In the 1986 survey on the effectiveness of the Title XII program, to which 51 USAID overseas missions responded, there was a consensus that "Title XII represented a major global resource of talent...with a real advantage in education and training." This U.S. university communicator resource should more effectively be employed to articulate U.S. agricultural assistance goals of sustainable growth to Third World audiences. BIFAD should meet with USIA Washington to discuss this "American speaker abroad" resource.
- °° Technical Support to Missions (TSMs) and IQC firms contract individuals are also a possible source of speakers for both foreign and U.S. audiences, people with technical knowledge and current information.
- °° U.S. and Foreign University linkages. BIFAD should also discuss with USIA Washington how the practice of university-to-university linkages can be encouraged, strengthened and made more productive between U.S. Title XII and counterpart foreign universities. The opportunities for the dissemination of all forms of development information to foreign universities and other key audiences through university-to-university associations are considerable and can be refined to become target oriented and more effective over time. For example, what would a review of the 20 year relationship between agricultural institutions in Indonesia and Peru with two U.S. Title XII universities tell us about the degree and impact of communications and information exchange regarding Title XII/U.S. agricultural assistance goals and objectives.
- °° Where possible, Title XII university presidents, senior managers and faculty need to be brought into and be a part of the flow and exchange of information

about the Title XII program within the community and among its natural audiences. BIFAD might consider a quarterly or twice yearly BIFAD Executive Director or President colleague's letter to all Title XII university and research center management leaders. This would be a professional communique relating USG, A.I.D., BIFAD, Congressional initiatives, problems and success concerning the Title XII program and U.S. international agricultural developments. Specific Title XII project information from abroad should be included also. This type of selected communication should help build for better university commitment to and support of overseas Title XII projects, as well as a better working dialogue between the key principals of the Title XII community.

- °° BIFAD/AID Washington should consider designing and awarding a certificate of "Title XII Service to the Nation" to all participants who work with Title XII projects abroad. A minimum of one year abroad might be a criterion. This would provide a small but significant professional recognition of participation in the Title XII program.

RECOMMENDATIONS FOR THE CONSIDERATION OF TITLE XII UNIVERSITIES AND USAID MISSIONS:

- °° that development communications (public information and education) should be made a standard element/section of all Title XII university project proposals. Funding should be allocated to the production of specific project information products, i.e., project brochure, project information packet for local media and/or other public audience release, video coverage for local country TV placement, small photo/text panel exhibit for both foreign and U.S. display, etc. Again all such information products intended for overseas audiences should be produced in coordination with country USAID missions and USIS posts.
- °° Both Title XII university participants and concerned USAID mission which are involved in collaborative and/or joint project contracts should take advantage of this unique process of mutual agreement to incorporate public information activities into project designs. Identification of audiences, messages and themes and means of communication could be written into such project agreements from the start.
- °° USAID field personnel need to be more clearly informed on the potential role Title XII university project teams and advisors can play in better communicating the specific as well as overall USAID country program goals to both host-country and U.S. audiences.

- °° Title XII universities should consider producing one or more video products for distribution and viewing abroad. For example, a generalized video cassette that features the university campus and local community where Title XII foreign students study and live, plus comments from appropriate university official on commitment to help promote international agricultural development, could be given all Title XII foreign students upon departure for their respective countries. Such cassettes would be widely shown by Title XII students on home and institutional VCRs. Some cassettes would be used on local TV also. But, if possible, universities should consider producing several individualized video tapes. Selecting the most active and articulate Title XII foreign students and visually portraying their individual university experiences in the U.S. should make for an interesting video. Such tapes could be sent directly to concerned USAID mission for local television placement. Conversion of these tapes to the appropriate foreign TV standard, i.e., PAL, would be necessary to facilitate placement. Title XII foreign students can be excellent spokespersons in their own countries regarding U.S. Title XII program objectives and goals.
- °° Title XII universities should also promote greater overseas travel and on-site Title XII project visits by top university management, state legislators and education officials, state governors and media representatives. Such visits should be coordinated with concerned USAID missions and USIS posts, as well as, Title XII teams to ensure best local programming of visitors and media coverage of Title XII project activities.

RECOMMENDATIONS THAT SHOULD BE CONSIDERED BY A.I.D.'s BUREAU FOR EXTERNAL AFFAIRS

- °° An XA Highlights brochure should be prepared on the Title XII program, pegged to the challenges of facing the second decade of the BIFAD program, highlighting the successes of other Title XII program since its enacting legislation, listing the American universities and research centers that are actively working on projects abroad, listing the number of foreign countries affected and summarizing the types of projects being conducted, etc.
- °° XA should consider a menu of future articles to write and carry in its Front Lines news bulletin, i.e., how U.S. university experts participate and contribute to the design and conduct of USG/AID agricultural policies and programs in the developing world. What are the successful U.S. agricultural experiences that have been transferred and adopted abroad. and what has

the Title XII program done to increase world food production and curb hunger and malnutrition?

- °° A series of Front Line Radio interviews for U.S. station placement. A series of programs featuring each state's involved Title XII institutions, the variety of projects being conducted and the foreign countries affected. Also, information on increased state agricultural trade (commodities and services) resulting from U.S. agricultural assistance to the developing world should be included. Interviews with university personnel, concerned overseas USAID mission officers, Title XII team members and involved foreign representatives/counterparts would provide the human interest side of telling the story. Also, such personalized interviews would allow for greater U.S. audience identification with Title XII and understanding of how tax dollars and A.I.D. facilitate these good works in the interest of the American people.
- °° Future XA overseas writers' projects should include, when and where possible, a story assignment to cover one or more Title XII projects for both foreign and U.S. media outlet distribution. BIFAD might want to consider funding a writers' team project designed to prepare a series of success stories for multi-purpose media/public information placement and report usage. Some of the university consortia might want to consider a targeted writers' project also.
- °° XA could facilitate a BIFAD meeting with the Voice of America (VOA) to discuss the possibility of a VOA series on "U.S. University Contributions to International Agricultural Development," a program series that would talk about the challenges of world hunger, malnutrition and famine and addresses the question of how to meet the basic needs of people, i.e., food, fiber, fuel and shelter.