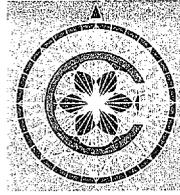


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CHEMONICS INTERNATIONAL INC.



PRIVATIZATION AND ECONOMIC RESTRUCTURING PROGRAM
PUBLIC INFORMATION AND COMMUNICATION (PERPCOMM)

FINAL REPORT

PUBLIC EDUCATION FOR LAND PRIVATIZATION

Contract No. EPE-0005-I-00-5029-00

Task Order #1

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Chemonics International Inc.

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ACRONYMS

GKI	State Property Committee
USAID	United State Agency for International Development
ELS	Enterprise Land Sales
KUGI	Oblast Committee of State Property
PADCO	Planning and Development Collaborative International
MOU	Memorandum of Understanding
REIS	Real Estate Information Systems
CFED	Center for Financial Engineering in Development

EXECUTIVE SUMMARY

Background. Just as public participation was the basis for the success of enterprise privatization, public support of land privatization was a prerequisite for the successful development of a land market, which is a fundamental aspect of a market-based economy. Prior to the commencement of the original public education task order (Public Education for Land Privatization Task Order under Omnibus I, June 1994-June 1996), the Russian government's work with privatization had focused on the mass privatization of large and medium-sized enterprises and related initiatives, such as the development of capital markets. It was intended that the initial task order, signed in June 1994, build upon these efforts by establishing popular support for land privatization, the foundation upon which these and other privatization efforts could move forward.

Before the start of the public information campaign, few political figures were telling the Russian public that rights to land ownership were secure and universal and that a viable real estate market was emerging. Public acceptance of land privatization and its permanence and irreversibility was deemed critical to the success of land privatization activities.

To address these complex issues, USAID hired a Chemonics/Ogilvy Adams & Rinehart (OAR) team to design and deliver the following two major project components:

- A general communications program on land privatization, building on previous public education programs and implementation techniques
- Strategic communications support to other USAID land projects, including Real Estate Information Systems, Enterprise Land Sales, Farm Reorganization, Property Tax Reform, Mortgage Financing, and Land Use and Zoning

Results. The team's education materials, newspaper supplements, and special publications reached millions of Russian households, real estate organizations, and local governments nationwide. We aired weekly national radio programs aimed at directing public debate on the issues of land privatization and the real estate market throughout the country. Our media relations and media training efforts not only improved the quality and quantity of coverage on land privatization and land reform, they served as a sustainable tool of the task order activities, ensuring a continuous flow of accurate information on land reform issues to the public.

The impacts of our program on the government's land privatization efforts are both quantitative and qualitative. Although accurately measuring the impact of our activities without a public opinion survey is difficult, the following numbers are clear indicators of our success: by 1996, more than 2,000 enterprises across the country had purchased their land, and more than 2,000 applications were pending. Seventy-one regions of Russia (80 percent) had accepted land privatization as the only way to a market economy, and six regions were proceeding with land privatization although appropriate legislation had yet to be adopted by the local governments.

The team met and exceeded the deliverables and benchmarks of the task order. We implemented all the activities required by the task order, as well as numerous additional ones.

Of even more importance are qualitative results — feedback from the target audiences, letters and phone calls from listeners and readers, anecdotal examples of how land privatization is becoming a familiar concept to the Russians and how public support of the privatization process is putting pressure on the bureaucracies to refine and perfect local real estate legislation, and finally, demonstrated increases in the media coverage of Russian land reform.

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SECTION I INTRODUCTION

From June 1994 through October 1996, Chemonics International and its subcontractor, Ogilvy Adams & Rinehart, implemented a nationwide public information and education program in support of land privatization in Russia. Through two separate contracts, the Chemonics Consortium has helped the Russian government, specifically its State Property Committee (GKI), develop a real estate market in accordance with the country's overall land privatization program. The primary goal of both the initial and the follow-on contracts was to create a public understanding of land ownership — as free and unencumbered — in a way that would instill confidence in Russians to support and participate in land privatization.

This is the final report on the strategy, implementation, and accomplishments of this unique countrywide public education and information effort, which not only helped people overcome their fears concerning land ownership but encouraged them to become active participants in the emerging real estate market in the Russian Federation.

A. Background

Upon introducing private property in Russia, the government assumed the role of land owner and assigned its State Property Committee (GKI) to handle all issues relating to state property management. GKI held the responsibility for creating a legal basis for land privatization, distribution, and use.

The first governmental actions in support of land privatization were in March 1992 and October 1993, when the Russian government pledged in presidential decrees to implement land privatization and agricultural reform. Starting in 1994, the government focused on developing a favorable privatization environment and a strong legal basis for land ownership. Legislation on land privatization and distribution was far from perfect and needed further clarifications and definitions, which was later accomplished through the promulgation of the following civil codes and decrees:

- Presidential Decree #1535, July 24, 1994, "On the main provisions of the government's privatization of state enterprises in Russia"
- Presidential Decree #1204, November 3, 1994, "On the price of land"
- Presidential Decree #478, May 11, 1995, "On the state profit from privatization"
- GKI decree #818R, June 15, 1995, "On clarification of enterprise land privatization procedures"
- Government Decree #784, August 4, 1995, "On the land cadastre"
- Presidential Decree #105, February 2, 1996, "On additions to the land cadastre decree"
- Presidential Decree #198, March 7, 1996, "On the rights of citizens and legal bodies to use land under real estate in rural areas"
- Presidential Decree #337, March 7, 1996, "On the constitutional rights of citizens to land"

B. The Need for a Public Information Campaign

Just as public participation was the basis for the success of enterprise privatization, public support of land privatization was a prerequisite for the development of a land market. Before the

public information campaign began, few political figures were telling the Russian public that rights to land ownership were secure and universal and that a viable real estate market was emerging.

The Russian public faced strong historical and cultural obstacles to feeling secure in embracing the concept of land privatization. The idea of land privatization had been rejected by most of the population when it was first introduced by the government in the mid-80s. The rural population considered privatization a mere redistribution of land among state officials and the rich. The State Duma's continuing rejection of the right to own land, as demonstrated by the Draft Land Code, only shows its fear of not being able to regulate the process efficiently. The Russian public understood all too well that the process of obtaining ownership and title to property or an enterprise was dispersed among several divergent, sometimes competing agencies.

It was important to start educating the public on basic principles such as privatization of garden plots and apartments, slowly and gradually moving toward more complex issues like enterprise land sales and farm reorganization.

This task order addressed those issues with a broad education campaign that informed the public of the comprehensive and secure right to private ownership of land in Russia as an essential part of the country's economic and social transformation. The campaign focused on ensuring that the Russian population understood how individuals' bids for private land ownership could accelerate the development of a residential and commercial real estate market throughout Russia. It explained how their participation, through the privatization of their apartment or land plot, would:

- Strengthen individual autonomy and liberty
- Serve as a bridge to long-term business planning and investment
- Create collateral that could be used in obtaining credit

When the first contract ended in June 1995, USAID and GKI decided to continue certain aspects of the program in order to maintain and increase support for land privatization. This was done under a separate contract mechanism for an additional 15 months. The follow-on task order, which is the subject of this document, focused more on targeted communications and less on mass media, although certain low-cost, high-impact mass media activities continued. The initial and follow-on task orders were otherwise closely related, using the same methodology and communications techniques. However, the follow-on project focused mainly on enterprise land privatization, realization of citizens' constitutional rights to land, and communications support to other USAID land task orders in Russia.

C. Goals and Objectives

The overall goal of USAID's land program in the Russian Federation was to help the Russian government develop a private commercial and residential land and real estate market in accordance with the land privatization program. The objective of the Public Education task order was to continue implementation of a public information and education campaign encouraging broad-based public support for and participation in the land privatization process, thereby promoting the establishment of a freely operating land market in Russia.

The following are the specific project objectives as detailed in the task order:

- To inform Russian citizens and government and civic leaders about key issues and developments in the USAID and Russian government land privatization program
- To promote a deeper understanding among Russian citizens of land privatization and land market issues
- To inform the Russian public on specific and practical information regarding ongoing land privatization issues and projects
- To provide GKI with rapid response and strategic planning expertise in the coordination of the promotional and public education and outreach elements of the land privatization program and to assist GKI in maintaining the broad public support for land privatization
- To develop, over time, an institutional infrastructure within existing organizations that will continue to provide public information support in the development of a land market
- To support, wherever possible, the developing Russian communications industry by relying upon Russian organizations to develop and produce key components of the promotional and outreach campaign.

The task was therefore to inform the Russian public and specific target groups on key issues associated with the land reform program, including commercial land privatization and agricultural land privatization, and to the greatest extent possible to give them the information and tools necessary to motivate their participation in the process. To institutionalize program activities over time, we sought to develop the necessary institutional infrastructure and transfer technology to the Russian communications industry.

D. Strategic Approach

To create broad support behind land privatization, we had to convince the mass population and specific target audiences that private ownership of land has many benefits and is a right.

The initial task order focused a great deal of attention on the mass population and educating them on the rights to own personal land and real estate (apartments and dachas). While more work could have been done on these subjects in the follow-on contract, this task order had a limited budget for mass media and instead focused on targeted campaigns. Largely, this meant supporting the expansion of several USAID land reform projects, particularly the roll-out of the Enterprise Land Sales (ELS) and Farm Restructuring (FARMS II) projects. We did, however, engage in some low-cost mass media activities (i.e., radio programs) to continue educating the mass population on their rights to private ownership.

The primary target audiences of this task order were the rural population, business community, and local government.

For two primary reasons, Chemonics implements public education campaigns to maximize the use of local talent in both staff and subcontracting. First, from a developmental standpoint it creates local capacity to undertake such activities in the future. Second, the involvement of local partners is critical to overcoming cross-cultural communication barriers and understanding how

best to convey messages. Therefore, the team used an 8:1 ratio of Russian staff to expatriate staff and subcontracted all mass media purchases (approximately 10 percent of the task order value) to Russian firms.

E. Project Implementation

This task order, which started on June 21, 1995, entailed a nationwide public education and public relations campaign designed to promote support of land privatization and development of a real estate market. The project addressed these complex issues through two components:

- A national communications program
- Strategic communications support to other USAID land reform projects

The national communications program on land privatization built upon previous programs and implementation techniques. The program was not specifically tied to any USAID/GKI projects, but rather dealt with the issues of land privatization and development of a real estate market as a whole. The activities under this component are the subjects of Sections II-VI: commercial land seminars, agricultural land seminars, publications, radio programs, and mass press.

Under strategic communications, we provided targeted assistance to the following USAID land projects: Real Estate Information Systems, Enterprise Land Sales, Farm Reorganization, Property Tax Reform, Mortgage Financing, and Land Use and Zoning. This support is detailed in Section VII. The strategic communications support to other USAID land projects included communication techniques similar to those of the national programs, but they were specifically targeted to the efforts of other USAID/GKI contracts. This included activities such as media relations support to Enterprise Land Sales seminars, a newspaper supplement on farm reorganization, public opinion research in Novgorod on property taxation, and production of a manual on how to apply for a mortgage loan.

These components and their activities reinforced various direct and indirect messages of the main strategy, i.e., that private ownership of land is a right and a free market for land and real estate is a fundamental element of a market economy. Individually, the elements pointed to positive aspects of the emerging real estate market. Through seminars and conferences, we educated target audiences as well as the general public throughout the country on the advantages of commercial and agricultural land privatization. These events provided a forum for open, candid discussion of the challenges facing real estate market participants. They also focused attention on ways decision makers, with the help of the top economists, analysts, and the mass media, can make the land privatization process easier and more beneficial.

The team's persuasive materials reached millions of Russian households, real estate organizations, and local governments nationwide. We aired weekly national radio programs aimed at directing public debates on the issues of land privatization and the real estate market throughout the country. Our media relations and media training efforts not only improved the quality and quantity of coverage on land privatization and land reform, they also served as a means to create sustainability of the task order activities ensuring a steady continuous flow of information on land reform issues.

The various activities formed a mosaic that explained how the real estate market was emerging and how the individual could participate in the process and contribute to the overall social and economic transformation of the country.

F. Implementation Team/Organizational Chart

In implementing the public education activities, Chemonics relied upon local talent as much as possible. Involving our partners helped create local capacity to undertake such activities in the future and helped us to overcome cross-cultural communication barriers and understand how best to convey messages. The team's eight-to-one ratio of Russian to expatriate LOE used the staff shown below.

Name	Group	Position
<i>Paul Bograd*</i>	Management	Technical Director
<i>Elizabeth Magill*</i>	Management	Operations Manager
<i>Kiselev, Ilya</i>	Management	Deputy Team Leader/Public Relations Director
<i>Osipova, Tatiana</i>	Seminar	Seminar Coordinator
<i>Bolshakov, Yevgeny</i>	Seminar	Regional Campaign Director
<i>Porozhnyakova, Marina</i>	Seminar	Seminar Assistant
<i>Pavlinova, Natalia</i>	Seminar	Assistant Seminar Coordinator
<i>Ibragimov, Ilyas</i>	Bulletins	Assistant Editor
<i>Chichilimov, Anton</i>	Bulletins	Production Manager
<i>Rvachjov, Nickolai</i>	Bulletins	Editorial Director
<i>Savin, Vladislav</i>	Bulletins	Technical Policy Director
<i>Nitko, Leonid</i>	Bulletins	Institutional Relations Manager
<i>Andrei Chekalov</i>	Agriculture	Agricultural Information Manager
<i>Valentina Goncharenko</i>	Agriculture	Agricultural Seminar Coordinator
<i>Sobolev, Igor</i>	Information	Assistant Editor, Information Manager
<i>Vodilin, Andrei</i>	Information/Support	Computer Support Specialist
<i>Lekarev, Yuri (2)</i>	Information/Support	Computer Support Specialist, Assistant Accountant
<i>Dmitrieva, Veronica</i>	Support	Local Administrative & Finance Coordinator
<i>Abakumova, Natasha (2)</i>	Support	Local Administrative & Finance Coordinator
<i>Mashkova, Olga</i>	Support	Cashier/Accountant
<i>Mozhaev, Alexey</i>	Support	Office Manager
<i>Sotina, Olga (2)</i>	Support	Office Manager
<i>Yakimenko, Natalia</i>	Support	Head Interpreter/Translator
<i>Belskaya, Natalia</i>	Support	Interpreter/Translator
<i>Gabrielyan, Anatolii</i>	Support	Interpreter/Translator
<i>Korovkina, Marina</i>	Support	Interpreter/Translator
<i>Llorente-Casas, Caroline</i>	Support	Interpreter/Translator

* = expatriate

ital = part time

(2) = replaced person prior

SECTION II COMMERCIAL LAND SEMINARS

This activity, part of the team's national public education program, was a direct continuation of a program developed under the original task order. The main purpose of the seminars was to distribute region-specific informational and promotional materials on the procedures and benefits of commercial land privatization. The seminars reviewed existing rules and procedures for land privatization, explained the temporary land sales provisions, encouraged local authorities to adopt privatization procedures, and dispelled doubts and apprehensions about land sales. They also provided a unique opportunity in which key players in the privatization process — the federal government, local administration, and enterprise managers — were together in the same room discussing critical issues.

A. Strategy

The continuing debate between the State Duma and President Yeltsin on the issue of private ownership of land in conjunction with the Draft Land Code, prompted some local administrations and enterprise managers to view land privatization as a political issue rather than a practical one. The complex political issues surrounding land privatization dictated use of the seminar format, which promoted dynamic discussions that allowed for airing of views and gaining consensus on how to move forward with land privatization. The seminars became one of the few venues for direct interaction between real estate professionals and legislators, thus allowing for open discussion of land reform issues at all levels.

Commercial land seminars were designed to *promote* the privatization of commercial land, including enterprise land. They therefore focused on issues of why the privatization of commercial land was beneficial to enterprise management, employees, and shareholders, as well as the overall economic development of the community and local governments. The seminars removed obstacles to land privatization by clarifying authorizing laws and federal regulations. They sought to open the doors to successful commercial land privatization by educating decision makers and enterprise managers alike on the importance of this program. Our efforts prepared the ground for more technical, practical assistance conducted by the ELS teams in the regions where the seminars were held.

To cover the wide range of programmatic themes and address specific needs of various interest groups, the team identified three main target audiences: enterprise managers, city administration heads, and journalists. The first two groups both play important roles in privatizing enterprise land: the first takes action, the second is the enabler. Journalists were included as a target group as a means to spread the message of the benefits of enterprise land privatization to the population as a whole. The seminars were attended on average by 250 participants in each of the 19 cities where the program was held.

To address the interests of each target group, the team structured its seminars as three sub-seminars, one for each of the three groups. In addition, the team conducted extensive media relations activities and published a newspaper supplement in the regional press promoting enterprise land privatization. The supplement was released on the eve of the seminar. Follow-up press releases were also issued.

To maximize the effect of the ELS program, the seminar included a segment on USAID's ELS program. In this segment, an ELS team member informed the audience of the services offered by the project and how to access those services.

The seminars were held both in the cities where the ELS task order was active and in other cities and regions throughout the Russian Federation. The cities were selected in coordination with GKI with the aim of choosing locations where enterprise land privatization had met the greatest resistance. The selection was also aimed at expanding the public education and information work conducted under the original task order. The selection was designed to strike a balance in the types of cities. Some were important contributors to the national economy, some were potentially important contributors, and some were not far along in the process of privatization of enterprise land.

Each of the seminar participants received educational and reference materials prepared by the team's experts. Enterprise managers received a manual on commercial land privatization entitled *Land. Enterprise. Law.*, local administration representatives received a manual entitled *Issues of City Real Estate Management in a Market Economy*, and the journalists were given the guide entitled *Real Estate Market in Russia: Current State and Future Development*. Press secretaries and managers of press services to the local governments were given a special manual entitled *Organization of Public Information and Education Campaign in Support of Commercial Real Estate Development*.

To help the team prepare for and implement these seminars we subcontracted with the Leontief Center, an independent economic research organization in St. Petersburg. The center assisted in developing program materials, establishing the agenda, and identifying national and regional speakers.

B. Seminars for Enterprise Managers

The core of each series of seminars was the seminar for enterprise managers entitled "Issues of Land Privatization and its Use by Privatized Enterprises." These were the most important of the series of seminars held in each region, as their target group was the driving force behind commercial land privatization in the country. These seminars allowed participants to establish personal and professional contacts with counterparts, privatization specialists, and national and regional opinion leaders. In addition, the team distributed educational and reference materials, which provided participants with detailed and easily accessible information on enterprise land privatization, specifically on how they could participate in the process.

The length of the seminars averaged four to five hours, but in a few cases additional time was allocated for discussion of specific regional problems. Each seminar consisted of 15-minute addresses, followed by 30-minute discussions and question-and-answer sessions.

National speakers included representatives of the GKI, major banks and financial organizations, leading real estate and privatization specialists, members of the Russian Society of Appraisers and the Moscow Consulting Group sociological center, as well as representatives of the regional privatization centers with successful experience in enterprise land sales. Regional speakers played a key role in the seminars, providing in-depth coverage of region-specific issues.

Among the messages covered by the seminars were the following:

- Private property is guaranteed by the constitution.
- The existing legislative base is sufficient for the privatization of enterprise land.
- The regions have extensive commercial land privatization experience.
- Privatization of land under enterprises guarantees commercial independence.
- Privatized land can act as a collateral for future financing and investment opportunities.
- Enterprise land privatization opens up numerous opportunities for the owner.
- An enterprise can pay for its land over time.
- Enterprise land privatization will allow the owner to use it more effectively.
- An enterprise can sell part of its land or the entire plot.
- An enterprise has a right to change the use of its land.

C. Seminars for Administration Heads

These seminars, entitled "Strategies of Urban Real Estate Management: Registration, Taxation, Investment in Urban Development," were aimed at motivating local administrations to accept private property as the basis for economic stabilization and development. The information delivered by the seminars was meant to help local governments make land privatization a systematic and commonly accepted process. Most important, the seminars helped administrations develop strategies for real estate management such as evaluating existing investment opportunities and commercial real estate potential. Approximately 25 to 50 participants attended each seminar, representing regional and oblast governments, Local State Property Committees (KUGIs), real estate management committees, local taxation agencies, and legislative bodies.

The following themes were covered:

- Although the existing legislative base is imperfect, it allows for effective real estate distribution and privatization.
- Land privatization creates investment and non-budgetary financing.
- Privatized urban objects have more commercial and investment potential.
- Development of urban infrastructure is closely connected with the privatization policy carried out by local administration.

The seminars consisted of an opening statement by the head of local administration on the current state of land privatization in the region. This was followed by real estate specialists speaking on topics relevant to the region.

D. Seminars for Journalists

These seminars aimed to improve the quality and quantity of reporting on land privatization and real estate infrastructure, as well as to provide accurate, up-to-date information on the privatization process to the representatives of central and local media. These efforts, combined with media and public relations programs carried out by the team as part of the other seminars, contributed to the overall task order objective of raising public awareness and understanding of the emerging land market.

To most effectively communicate its messages, the team identified publications and individual journalists specializing in real estate and business, economic issues, and political developments, to invite to the seminars. The participants also included representatives of central mass media outlets, press secretaries of the local governmental bodies and privatization centers, and publishers of leading local newspapers and magazines. The seminars attracted the more dynamic part of the news corps, which provided for informative and issue-specific discussions. The names of the participating journalists were later added to the team's publications distribution list, which made it possible for the reporters to receive updated information on land privatization continuously.

The seminars were structured as roundtable discussions, where informal question-and-answer sessions were conducted between the journalists and real estate specialists, opinion leaders, and local government. Usually, no more than six experts were invited, and the discussions lasted for three hours. This flexible format allowed for lively discussions and in-depth coverage of issues most interesting to the audience. In the regions where no public information work had been conducted prior to the seminars, discussions mainly focused on explaining real estate terminology and basic principles of land privatization. In the regions where the journalists were familiar with the subject matter, discussions focused on recent privatization achievements, the latest legislation, and challenges facing enterprise managers and local government. In addition, a manual and glossary on the land market were distributed to all seminar participants.

The team's experience with the journalist seminars demonstrated the importance of public information and education work in support of land privatization. Journalists proved to be the key channels of accurate information from the opinion leaders and policy makers to the general public and more narrow professional groups. Our roundtable discussions not only increased quality reporting on such complex economic issues as commercial land privatization; they increased public confidence in the federal and local government programs in support of the land market in Russia.

E. Commercial Land Newspaper Supplement

With each seminar, a special page in the local press was devoted to the issues of privatization of enterprise land. This activity became an essential component of our support to the commercial land sales program. The one-page supplement, entitled *Land and Real Estate*, was issued the day before or the day of the seminar. The publication was targeted at the general public, providing basic information on land privatization and its commercial use, as well as on the local investment climate and the standard of living in a certain region. The main theme of the supplement was that land privatization is no longer a political question but rather an issue of better land use practice. The following materials were published:

- "Reforms Provided Commercial Independence to the Enterprises," on the advantages of enterprises that have privatized their land
- "Land Code Is Rejected. What Is Next?" on the decision of the Federal Council to reject the Duma's unconstitutional Draft Land Code and the situation in the country with the absence of such code
- "Over Two Thousand Enterprises Have Bought Out Their Land," based on the Leontief Center research of the commercial land privatization process

- “Real Estate Professionals Are Ready to Work With Enterprises,” based on the findings of the Moscow Society of Appraisers, on the real estate infrastructure
- Results of the public opinion survey on private property, conducted by the Moscow Consulting Group. The findings demonstrated a positive attitude toward land privatization by the majority of respondents.

By the end of the project, the team’s *Land and Real Estate* newspaper supplement had a circulation of one million copies, reaching approximately three million readers throughout Russia.

F. Development of Land and Real Estate Professionals and Institutions

Institutional building and development were essential components of the original public education task order in support of land privatization. Under this task order and in conjunction with the seminars, the team continued to provide critical informational and technical support to a number of regional foundations, land market support organizations, governmental structures, and commercial entities in developing their capability in the design, implementation, and monitoring of land and real estate development programs.

The main focus of this activity was to support the establishment of the National Agency for Real Estate Market Development, an umbrella organization intended to unite various market participants behind common goals and create a nationwide network. However, because the development of the real estate market was still a new and largely unfamiliar concept in most of the targeted regions, our main objective was to provide strategic advice to the regional real estate organizations with the most potential. This advice primarily consisted of ways to structure their work in the future when the regional land market is ready and their services become needed.

The team’s assistance was instrumental in the establishment of the first regional office of the Foundation for Real Estate Market Development in St. Petersburg in 1995. For the St. Petersburg branch we prepared a charter, business plan, and other legal documents necessary for registering this important entity. These documents were later used as templates for the setup of similar locally based branches in other regions of Russia. During the life of the task order, the team consulted 11 nascent organizations of real estate market professionals, including land appraisers, bankers, and realtors in Kirov, Novgorod, Saratov, Kaliningrad, Pskov, Arkhangelsk, Murmansk, Syktyvkar, Smolensk, Tver, and Tula.

The biggest challenge in implementing this activity was the absence of a developed real estate market in the regions, and therefore the absence of interest among the real estate market participants in developing and regulating this market. This situation did not allow the team even to suggest the idea of a real estate market support organization in eight regions out of the targeted 19, even in the cases when the idea was supported by the local administrations.

G. Results

During the life of the task order, the team conducted 57 commercial real estate seminars in 19 regions of the Russian Federation. A total of 4,119 enterprise managers, 1,365 representatives of local government, and 338 journalists attended these seminars.

Our seminars obviously served as a buffer for the government commercial real estate development program in the regions. The following chart shows the dynamics of enterprise land privatization, as reflected in the number of closed transfers and pending applications.

Region	Transfers	Applications Pending
Novgorod	57	60
Saratov	6	12
Kaliningrad	0	39
Pskov	25	148
Arkhangelsk	10	10
Murmansk	4	3
Syktyvkar	5	24
Smolensk	7	34
Tver	20	40
Petrozavodsk	3	3
Orenburg	49	12
Kazan	0	1
Penza	0	28
Belgorod	1	6
Nakhodka	6	12
Lipetsk	0	2
Kostroma	14	2
Ulianovsk	0	1
Moscow Oblast	35	12
TOTAL	1,016	233

In many regions, including Saratov, Pskov, Murmansk, Arkhangelsk, and Penza, the team's seminars literally forced local administrations to publicize legislation on real estate. In Kaliningrad, Lipetsk, Kazan, and Moscow oblasts, such documents were unveiled for the first time at our seminars, thereby initiating the process of land privatization in these regions. The feedback from the cities was always remarkable. Even cities that were not initially supportive expressed recognition of the value of the seminars. In more than one case, the seminars spurred the local administration to create the legislative basis for enterprise land privatization.

Our seminars acted as catalysts to both central and local levels of government in legislative development in support of enterprise land privatization. One of the primary purposes of the commercial land seminars was to focus pressure on national and regional governments. To that end, representatives of national government (GKI and the president's office) were present at each seminar, making it possible for enterprise managers, bankers, and other real estate market participants to focus the central government on creating a more friendly policy. By working with the Presidential Representative in each oblast, pressure was returned to Moscow; this resulted in a series of presidential decrees in support of land privatization. The presence of local administrations provided a focal point for local pressure.

A classic example of the catalytic role of our seminars appears in the following anecdote. In order to finalize arrangements for a seminar in Kaliningrad, the Public Education team, including a member of the ELS project, met on October 16 with KUGI officials. A key issue for

such pre-seminar meetings was the status of the local legislation for privatization of enterprise land. The legislation in Kaliningrad had not been signed, and the KUGI officials brought the draft legislation to the attention of the oblast governor and the legislative committee of the Oblast Duma.

Because of the seminar planned for later that week, the legislation took on increased importance. Therefore, the draft legislation was reviewed on October 18 in the legislative committee of the Oblast Duma. One of our team members, as well as a member of the ELS project team, testified in support of the legislation and suggested four changes to the legislation to simplify the process of privatizing enterprise land. The seminar provided a forum to discuss the draft legislation. The recommendations from those discussions were then incorporated into the legislation, which was returned to the Oblast Duma and to the governor for signature.

Another way in which our work had an impact on local and national governments support for private land ownership was through our national mass media programs. This had a dual impact. First, our public information informed local and national government officials of the rights of the public and enterprises to own land, and the means by which those rights can be exercised. Second, by informing the public of their rights concerning private land ownership, the public was equipped to bring pressure on the government to exercise that right.

H. Challenges

Apart from obvious logistical difficulties involved in organizing a major series of seminars in Russia, the team faced certain political challenges in conjunction with the presidential election campaign. During the summer of 1996, the team chose to postpone its commercial land seminars until after the election period because of scheduling and organizational problems with local administrations and counterparts. The primary reason for this was that the seminars were held in the most "difficult," pro-Communist regions. Where the enterprise land privatization issue was not considered advantageous to the presidential campaign, local administrations were unable to assist in organizing the team's seminars.

SECTION III AGRICULTURAL SEMINARS

The agricultural seminars had three objectives: 1) to disseminate information on the obstacles and benefits of agricultural land privatization, 2) to examine obstacles to and processes for effective farm and production enterprise privatization and reorganization, and 3) to help nascent reform-minded agricultural organizations provide support to farms and agro-processing enterprises. Similar to the commercial land seminars described above, agricultural seminars consisted of three events targeted at administration heads and specialists, farmers and managers of food processing industries, and journalists.

A. Strategy

The task order called for planning and implementing agricultural seminars in 12 regions of Russia, with an approximate audience of 200 people each. Seminars are an effective method of disseminating and exchanging information that promotes farm reorganization in the regions, supports farms that have accepted reorganization, and trains the newly emerging pool of agricultural land privatization specialists.

The seminars were held in locations identified by GKI as the most problematic in terms of availability of accurate information on agricultural privatization, and in terms of public support to and understanding of the government's agribusiness reform program.

B. Program

The team's efforts under this component targeted three main audiences that were essential to successful implementation of agricultural reform — journalists; administration heads and specialists; and farmers and managers of food processing industries, services, and bankers. Information about the seminar was also made available to the general public through local publications and electronic media.

Like the commercial land seminars, the agricultural seminars consisted of three sub-events, one for each target group. The following messages were communicated to the participants:

- Goals and objectives of reorganizing and privatizing agricultural food processing enterprises and farms
- Analysis of the factors that help or hurt the reorganization of those enterprises
- Formulation of a legislative foundation and a practical approach for creating new markets
- Issues of optimal land use and the rights of reorganized enterprises
- Sources of non-budgetary financing for reorganized agricultural enterprises
- Possible solutions for social sphere issues related to the reorganization of agricultural enterprises
- Practical application of legislation to privatize food processing enterprises, combined with material and technical methods for supporting those enterprises
- Issues of allocating the shares of agricultural food processing enterprises to agricultural product suppliers
- Examination of the possible methods of government support for agricultural food processing enterprises
- Examination of agricultural marketing issues

- Issues of developing and using opportunities and services offered by a market-oriented infrastructure, including appraisers, brokers, land and mortgage banks, transportation, storage, and food processing enterprises

As part of this activity, the team also distributed technical manuals on agricultural land privatization, farm reorganization and privatization, and agricultural processing industry privatization and market development. Additionally, to facilitate the process of farm reorganization and assist reorganization committees the team developed a public relations manual for farm reorganization, which was distributed in each seminar.

C. Results

As a result of our efforts, 2,630 agribusiness managers and farm workers, 197 administration representatives, and 212 journalists attended the seminars held in the 12 regions listed below. All participants received *Reform in the Agricultural Production Sector: Privatization Issues and Organization of New Markets* (instructional and reference materials). In addition, the team developed and distributed to the representatives of local administration press services the manual entitled *Organization of Public Information and Education Campaigns in Support of Farms Reorganization*.

In the regions where the seminars were held, the following results occurred in farm reorganization and the privatization of agro-industrial firms between 1995 and 1996:

Oblast	Farms Broken Up (1995-96)	New Farms Formed (1995-96)	Agro-industrial Firms Privatized
Vologda	302	68	147
Volgogradsk	347	154	192
Bryansk	314	155	147
Smolensk	394	82	162
Tula	299	257	110
Kirov	113	75	218
Udmursk	192	63	122
Voronezh	424	438	149
Nizhegorod	371	439	165
Penza	298	336	89
Vladimir	182	214	74
Belgorod	252	270	58
Total	3,488	2,551	1,633

In addition, through the team's extensive media relations and training efforts, the quality and quantity of news coverage of farm reorganization and restructuring of the agro-industrial complex dramatically increased in the regions. The team received 180 to 200 articles on the subject of farms and farm reorganization per month from the regions.

Despite some difficulties in organizing the seminars (only four regional administrations out of 12 targeted regions offered assistance in the implementation of the seminars, and a few regions displayed open resistance), the events were immensely popular with the target audiences. They were always well-attended, generated interesting discussions, and served as dynamic venues for information exchange.

SECTION IV PUBLICATIONS

To build constituents for policy and legislative developments in support of GKI's land privatization efforts, the team produced and distributed several informational and analytical bulletins for specific professional groups within the real estate market and the mass media. Additionally, our direct mail packages and manuals served as a valuable resource for land privatization analysts, practitioners, and legislation. The publications were designed to serve as guides to land reform and followed an easy-to-read, practical format, including analytical pieces and case studies.

A. Strategy

Although targeted at various professional and social groups, all publications under the Public Education task order had the following main objectives:

- Providing the general public, government officials, and opinion leaders with information on real estate, market infrastructure, land privatization by individuals and enterprises, real estate management, and crediting
- Raising public awareness of and support for land privatization and its benefits in the market economy
- Providing the target audiences with information on enterprise land sales, property taxation, real estate information systems, land zoning, and appraisal, among others
- Real estate institution building and strengthening
- Helping mass media organizations establish ties with real estate specialists and opinion leaders and carry out key components of the public information and education campaign in support of land privatization

The team identified four target audiences for its publications component:

- General public: opinion leaders, owners of dacha plots, shareholders
- Real estate market: real estate firms, appraisers, financial institutions, insurance companies, and real estate stock markets
- Decision makers: board of directors, local managers, legislative bodies, government, and ministry representatives
- Journalists: central media, regional media, and specialized media

B. Bulletins

The team produced and distributed the following publications as part of this component:

- *Land & Real Estate*, an information-analytical bulletin for regional and municipal privatization bodies, large financial-investment institutions, selected media, and commercial and public organizations operating on the real estate market (biweekly, print run of 2,000 copies). During the life of the task order, 24 issues were published, the last one dated July 25, 1996.

- *Land Reform News*, a bulletin containing materials ready for reprinting and use by mass media (weekly, sent to 150 newspaper, radio, and television editorial offices). Fifty-two issues were published, the last one dated September 1, 1996.
- *Real Estate: Management Issues*, a bulletin for federal and local government bodies and administrative and elected officials on issues related to the development of the real estate market (monthly, print run of 325 copies). Twelve issues were published, the last one dated August 14, 1996.
- *Real Estate Legislation Review*, an information-analytical bulletin for real estate market agents, professional services, and others interested in the status of legislation and legal rulings related to the development of the market in land and real estate (monthly, print run of 450 copies). Twelve issues were published, the last issued dated September 27, 1996.

Below are detailed descriptions of each publication.

B1. Land & Real Estate

The objective of this publication was informing key participants in the real estate market and privatization structures of the development and specific trends of the emerging land market in Russia. Its articles covered a variety of themes from the latest trends in land privatization to investment and credit opportunities.

This two A4-page publication was issued biweekly with a print run of 2,000 copies. It contained informational, conceptual, and analytical articles on land privatization and on developments in privatization practice and legislation. It explained the specifics of the real estate market in different regions and gave examples of successful privatization experience of regional administrations, financial organizations, and individuals. The publication provided regular information on the statistics of the land privatization process and carried announcements of special events, conferences, and professional seminars in the real estate market.

Land & Real Estate was targeted at the Oblast Committees of State Property (KUGIs), commercial enterprises, banks, nonprofit organizations operating in the real estate market, and specialized media. Initially, the publication was distributed to 1,200 recipients, however the mailing list quickly expanded to 2,049 to include local land resource committees, architectural committees, and regional branches of the Russian Society of Appraisers. The directories developed by the Russian Society of Appraisers, the Russian Guild of Realtors, Russian Union of Land Banks, and Russian Association of Mortgage Banks served as the basis for the initial database used by the team to distribute its *Land & Real Estate* publication. The database was daily expanded to include new contacts established in the regions during the progress of the task order.

B2. Land Reform News

This publication was targeted at the mass media, one of the most strategically important audiences for the success of land reform. It provided ready-for-print, accurate, and up-to-date press materials about the progress of land reform, privatization, and the real estate market. Published weekly, each volume consisted of 8-10 pages.

Similar to *Land & Real Estate*, *Land Reform News* contained articles covering a wide array of issues directly related to land privatization, such as the legislative foundation for land sales and use, farm reorganization and restructuring, the rights and obligations of dacha plot owners, and commentaries by real estate experts. It also provided dates and summaries of important special events, press conferences, and professional seminars. The initial distribution list was based on the Russian Mass Media Directory. It was later expanded to more than 140 recipients, including leading regional publications and individual journalists who participated in the training seminars held in 12 regions during the initial task order and 19 regions during the current task order.

Given the financial challenges currently facing the Russian mass media, few publications could afford to keep a staff writer specializing on land reform and privatization. The team filled this gap, providing such information to the newspapers during the crucial first years of land privatization. By the time the task order ended in the fall of 1996, many publications had trained their own cadre of land reform reporters and created enough interest among readers to continue supporting them.

B3. Real Estate: Management Issues

This publication provided information support to the heads of regional and local administrations. It focused mainly on the strategic issues of land privatization, organization of the real estate market, development of market systems, urban and rural land policies, and solving practical problems facing the cities.

The four A4-page publication, distributed monthly to the target audience, provided in-depth analysis of current legislation on land reform and real estate in Russia, including the latest changes, additions, and future trends. Articles focused specifically on such subjects as land privatization experience in various regions of Russia, comparison of land prices and pricing policies as determined by the market, taxation policies, and information on technical materials and new publications available to local and regional administrations.

The team used its local subcontractor, the Leontief Center, to provide information. The initial recipient list of 82 was developed based on the State Duma's database of governors; the list was expanded to 329 during the life of the task order. Throughout the project, the team invited local and central correspondents, as well as media specializing in land privatization and related issues to prepare articles for *Real Estate: Management Issues*. In addition, a number of articles were written by the GKI specialists, managers of privatized and reorganized enterprises, farm leaders, administration heads, and representatives of agricultural and economic research institutes.

B4. Real Estate Legislation Review

This eight to ten A4-page publication was published monthly and focused primarily on the recent legislation relating to land reform and the emerging land market. It provided essential information on the changes and tendencies of the legal foundation of land privatization and its commercial use. The publication primarily targeted local state property management committees, large insurance organizations and commercial structures, and property funds, totaling 461 recipients. The distribution database of local property committees was provided to the team by GKI, while the list of major real estate market professionals was created in consultation with the Russian Society of Appraisers, Russian Guild of Realtors, Russian Union of Land Banks, and Russian Association of Mortgage Banks.

Russian Society of Appraisers, Russian Guild of Realtors, Russian Union of Land Banks, and Russian Association of Mortgage Banks.

This publication included explanations of current and pending presidential decrees, legislative acts of the Federal Council, and government statements.

B5. Land & Real Estate Consolidated

This one-time informational bulletin was distributed to 3,500 recipients on all mailing lists used for the publications above. This issue laid the foundation for a commercially published newsletter on real estate. While this had not occurred as of the writing of this document, the format was viable for commercial publication.

C. Direct Mail

Because of the lack of information in the regions, the team developed several publications for nationwide distribution via direct mail:

- *Public Relations Manual for Commercial Land Privatization* was distributed in November 1996 to 88 press secretaries of administrations (state property committees) throughout Russia.
- *Public Relations Manual for Farm Reorganization* was included in the Farm Reorganization task order manual, and was also distributed to 88 local administrations (state property committees and agricultural departments) via direct mail in November 1996.
- *Land. Enterprise. Law. 1996* is a manual developed for managers of privatized enterprises providing promotional and instructional information on enterprise land privatization. This publication was distributed to approximately 4,119 enterprise managers, 1,365 administration heads, and 338 journalists through the team's commercial land seminars. (Additionally, 26,000 copies were distributed through a special direct mailing to managers of privatized enterprises as part of the task order's support to other land projects, as described later in this report.) One thousand copies were given to GKI for further distribution to the regional offices, and 2,000 copies were requested by the ELS project for use in its regional seminars.

D. Results

The results of the team's work on this task order component proved to be highly effective in the context of land privatization development in Russia — both quantitatively and qualitatively.

The number of administrations that received persuasive information on the importance of land privatization increased approximately 50 percent during the life of the task order. More than 2,000 real estate and land market professionals received the biweekly *Land & Real Estate* bulletin. No fewer than 100 newspapers received *Land Reform News* with ready-for-print materials on land privatization every week. More than 200 government officials and decision makers received *Real Estate: Legislative Review*, which not only ensured their understanding of the legal basis of land reform but also provided them with access to other similar resources.

More than 300 administration heads and mayors of cities throughout Russia received *Real Estate: Management Issues* regularly during the life of the project.

As a result of the widespread distribution of these materials on enterprise land privatization, the team consulted approximately five to ten enterprises monthly on the rights and process of land privatization. Additionally, the team answered an average of five calls per week from the press looking for additional information. The team receives three to seven requests per week from recipients of the various bulletins asking for additional information or more copies of the bulletins; likewise, much of the database was developed from these requests to add names to the mailing list.

Equally important results are of a qualitative nature. *Land. Enterprise. Law.*, being the first manual on enterprise land sales, is considered by local land committees, Property Funds, and RosKomZem throughout Russia as a major reference manual and is used daily. In several regions, administrations used it as a basis for the development of local regulations for enterprise land sales (Nizhny Novgorod oblast, Ivanovo, Astrakhan, Samara, Saratov, Komi Republic, Arkhangelsk, Buriatia Republic, etc.)

The quality and quantity of news coverage of land privatization and land reform has increased both regionally (especially in those regions where seminars were held) and nationally. In 1995, the team received an average of 200 regional press articles per month on land issues. In 1996, we received 280 per month. At the beginning of the project, the national press printed approximately five articles per month on land privatization and land reform; whereas near its end, approximately 30 articles per month were published. In addition, the quality of the coverage improved, including greater coverage of motivations to privatization and the benefits of privatization and articles in support of private land ownership. The most dramatic increase in quality was in cities where the team held a journalist training seminar.

SECTION V RADIO PROGRAMS

During the initial Public Education task order, the team designed, produced, and broadcast three public service mass advertisements on radio and television. These educated and informed the general population of the basic constitutional rights of private ownership and addressed fears and constraints to the assertion of those rights and participation in the market.

To continue this important activity, the current task order called for regular radio programs, aimed at directing public debates on the issues of land privatization and the real estate market throughout the Russian Federation. The team's efforts under this component were carried out through two major activities:

- Production and airing of *Khozayn (The Owner)*, a five-minute weekly radio program broadcasted nationally
- Preparation and distribution to regional stations of *Land Reform*, a monthly audio bulletin

In addition, in March USAID and the team decided to broadcast a series of programs devoted to Presidential Decree #337.

A. *Khozayn*

Broadcast weekly on Radio Mayak, *Khozayn* gave the public practical information to ensure their participation in privatization and real estate market development. The choice of radio station was based on the findings of independent sociological research, which determined that Radio Mayak has the largest listenership in Russia — more than 48 million households. By producing and airing our programs on this popular radio station we reached a very broad audience throughout the Russian Federation.

A1. Strategy

The main objective of this activity was to give the populace accurate, positive information on the importance of land privatization to the Russian economy, and to explain how this process increases the effectiveness of land use. To communicate such complex subjects in a simple and understandable way, the team used a variety of journalistic forms, including news briefs, feature stories, experts' commentaries, success stories, and consultations on a specific issue.

A2. Program Implementation

The programs covered the following key themes: privatization process for individuals and commercial entities; land ownership rights; success stories of commercial land privatization and enterprise land sales; agricultural land, garden and dacha plots; state registration of land titles; territorial zoning; land legislation; land payments; economic appraisal and commercial use of land; mortgage; real estate management; and development of new markets and the business infrastructure.

The team structured its monthly programming so that the most basic and essential themes were given the priority time allocation; the remaining time was divided equally between the other

key messages. For example, one program a month was devoted solely to the subject of private property, one to agricultural land, one to urban development, and the remaining one covered one of the other subjects. The following programmatic themes were covered in all programs:

- Land legislation (goals and objectives, guarantees of property, public debates)
- Rights and responsibilities of landowners (ownership, rules and regulations, land use)
- Commercial land (legal basis for privatization, effective use of land)
- Agricultural land (farm reorganization, gardening, steps of privatization)
- Garden plots (rules and regulations, rights and responsibilities)
- Government registration of private land plots (presidential decrees, land cadastre)
- Zoning (relationship between various bodies, principles and techniques)
- Prices of land (methods of payment, taxation)
- Mortgage (legal foundation, appraising, financial structures, success stories)
- Real estate market (monitoring, motivations, general tendencies, analysis)
- Farm reorganization (motivation, models, farms, success stories)
- Privatization of processing enterprises
- Development of new markets and infrastructure
- Real estate management (taxation, appraising, urban systems, social aspects)

These programmatic themes formed the basis for each program and were illustrated by specific stories and commentaries. The programs bore formats that were revolutionary for Russia, prepared from the point of view of an *individual* and targeted at an *individual*. Responding as they did to specific needs and concerns of a common Russian citizen, the programs quickly gained immense popularity among listeners.

A3. Working with the Subcontractor

The team's work with Radio Mayak was carried out primarily through a contract with a Moscow-based advertising agency, Maxima, and was initiated under the original task order in 1994. At the beginning of the project, Maxima conducted several sociological studies to collect data on the Radio Mayak listenership, the best airing times for our programs, and other essential issues to ensure maximum impact on the target audience.

The team members held weekly meetings with the Radio Mayak editorial staff and the anchor to develop stories and to ensure that the key messages were conveyed to the audience. Working with the writers, we analyzed each program, provided strategic recommendations for program development, and advised on the best approaches to the issues as they related to the task order objectives.

Particularly important was the choice of the program anchor, Alexander Ruvinsky. As an accredited parliamentary correspondent with more than 25 years of experience at Radio Mayak, Mr. Ruvinsky had unlimited access to the Russian parliament sessions and enjoyed immense popularity with the Russian public. This made it possible for radio listeners and GKI officials to receive the most up-to-date and accurate legislative information on real estate and privatization from a recognized, trustworthy, and respected individual. It also ensured a steady flow of this information to the team, which used it in other project components such as publications and bulletins.

A4. Summary of Accomplishments and Impact on the Target Audience

During the life of the task order, 52 *Khodzayn* radio programs were aired throughout the Russian Federation.

As with other components of this task order, the qualitative results and feedback from the target audience accurately reflect our success. The team's radio programs received impressive response from the listening audience. Through numerous letters and telephone calls, listeners expressed their interest in land market issues, their willingness to participate in the privatization process, and their desire to learn more about the opportunities privatization offers individuals and commercial entities.

An important testament to the program's success was when, in the absence of funding during the interim period between the initial and the follow-on task orders (late summer 1995), Radio Mayak continued to air *Khodzayn* at its own expense responding to the overwhelming interest of the listening audience. Additionally, when funding for five-minute programs became available, the radio station decided to extend the length of the program to 10 minutes at no cost to the task order. Even after the end of the project in the fall of 1996 Mayak continued to air these programs on its own using letters from the audience as a basis for developing stories.

B. Monthly Audio Bulletin

The monthly audio bulletin was part of the team's ongoing effort to provide informational support to regional radio stations.

B1. Strategy

The objective of this bulletin was to direct countrywide public debate on the issues of private property, land privatization, and the development of the real estate market, as well as to respond to more targeted and specific project objectives such as privatization of agricultural land.

To meet this objective, the team designed and distributed a ready-to-use audio bulletin called *Land Reform in Russia*. The bulletin went to 180 regional radio stations throughout Russia. These stations could air the programs in full or part free of charge. The regional radio stations, in turn, forwarded these materials to local radio and television stations, which ensured even broader listenership.

B2. Program Implementation

Each of the 12 bulletins consisted of special reports devoted to land reform issues, formatted as interviews with real estate professionals and decision makers. For easier use by stations the tapes were accompanied by a written transcript. The reports included interviews, special reports, and analyses.

Prominent national and regional speakers spoke on various subjects of land reform such as enterprise land privatization and agricultural land privatization. Examples of speakers and topics include Ivan Starikov, Deputy Minister of Economy, on the importance of privatization of agricultural land to broader economic development; Evgeny Zavarzin, Deputy Minister for State Property Management of Komi Republic on Komi as a pioneer among Russian Federation entities adopting a regulation on selling land parcels to enterprise owners; Vladimir Mamigonov,

Chairman of the Property Fund of Samara Oblast, on how privatized enterprises are purchasing land parcels in his region; and Pavel Bunich, Duma Deputy and Chairman of the Committee on Property, Privatization, and Economic Activity of the Russian Federation Duma, on the development of land-use issues in Russia.

B3. Results

This task order produced and distributed 12 audio bulletins to more than 180 regional radio stations. The team received dozens of Thank You letters from the editors, saying that the bulletins' contents were engendering positive comments from station listeners across the country. Besides providing accurate and much needed information on the real estate market, these monthly bulletins presented an example of quality economic reporting and served as a powerful training tool for regional radio producers.

Initially the bulletins were 15-minutes long and covered three to five major topics; by the end of the project, at the request of the recipients, the length had been increased to 30 to 40 minutes and covered more than 10 subjects. This allowed the radio stations to use information provided in the bulletins throughout the month, before the next issue was distributed.

C. Special Mayak Radio Programs

On March 7, 1996, President Yeltsin signed Decree #337 "On the constitutional rights of citizens to land," which determined and further defined the rights and responsibilities of land owners in the Russian Federation. It was decided that a special communications campaign in support of the decree was needed to educate the general public, as well as more narrow interest groups, on their land ownership rights and the benefits of land privatization as outlined in the new presidential decree.

Thus, the team produced a series of two-minute radio programs, which were aired on Radio Mayak twice a day (at 7 a.m. and a repeat at 6 p.m.), during five weeks starting July 1, 1996. The programs were aimed at presenting in a positive way the right to own, use, and dispose of land, which in turn would lay the foundation for broad public understanding and acceptance of private property and a free land market.

C1. Strategy

Through this activity, the Russian government intended to promote farmers' active participation in land reform and educate them on the wide spectrum of new land-use opportunities offered through the presidential decree.

The main focus of the radio programs was to increase the rural population's understanding of their new ownership rights and to improve their attitude toward the realization of these rights in the conditions of land reform. The team was tasked to convince the target audience that private property of agricultural land through the effective use of existing rights is the first indicator of economic freedom. We needed to demonstrate the impact of the farmers' decision to own land on their economic and personal well-being, as well as on the country's economic stability. At the same time, it was necessary to demonstrate that new credit and investment opportunities were available to farms and farm support organizations through the decree.

C2. Program Implementation

Each program addressed very specific needs and answered concrete questions from farmers and those involved in the implementation of Presidential Decree #337. Specifically, the following issues were covered:

- Who has a right to own a land plot (what is a land plot, where and how to get a certificate of ownership)
- How to use one's land plot (what to do after receiving the certificate of ownership, three types of irrevocable deals)
- Land shares and land plots (who determines where the land plot is located, regulations)
- Leasing land shares (who can lease, regulations, basic conditions, lease payments)
- Selling land shares (who can buy, regulations and procedures)
- Giving a land share as a gift (who can give a land share as a gift, taxation policies)
- Exchange of land share for a property share, or a land share on a different farm
- Transfer of land shares on the condition of life-long rent (what is life-long rent, appraising, difference between life-long rent and life-long support)

These important issues were discussed in depth by real estate experts, decision makers, and successful land market professionals, who communicated the following key messages to the public:

- Land belongs to those who work it
- Importance of an individual: the right to own is guaranteed by the constitution
- Equal rights to land ownership
- Mafia and the rich will not own all the land
- Land must have an owner

C3. Working with the Subcontractor

In developing and airing the radio programs supporting Presidential Decree #337 the team dealt with Mayak Plus, whereas our weekly radio programs were handled through the Maxima agency. By the time the specially focused radio programs were issued, the advertising department of Radio Mayak had spun off a private firm, Mayak Plus, which handled all the station's advertising and public relations accounts. This arrangement not only allowed the team to work more closely with the subcontractor to ensure the highest possible program quality but also saved substantial funds to the project by eliminating the intermediary.

C4. Results

The programs enjoyed overwhelming success among the target audience. Shortly after the first program was broadcast, the editorial staff of Radio Mayak started to receive numerous letters from the listeners, praising the program and its contents and asking more questions about land privatization and the new presidential decree.

For example, farmer Nikolai Alyapyshev from Nizhny Novgorod, wrote that he was "very grateful to the journalists who prepared the programs for offering useful information on land privatization, and for praising the hard work of the farmers." In his letter, he continued to debate with the programs' speakers and experts, providing his views on how a farmer should be taxed

and how land shares should be distributed. Many questions raised in his letter were covered in later programs.

Another listener from the Serpukhov region, Valentina Mikhailina, wrote that our radio program was her favorite one on Radio Mayak and that she and her husband, both farmers, always tuned in to get much needed information and practical advice on land use and management. After retirement, the Mikhailins gave up their Moscow apartment to move into a house with a small land plot near Serpukhov. They wanted "to feel like real land owners." Being new to country life and land privatization, they largely relied on the information provided in the programs to deal with the local administration, and they were glad that such information was easily available.

Most letters, however, offered questions and were used by reporters to prepare new programs. Listeners from all over Russia described specific problems in dealing with the new privatization laws. Some listeners criticized statements made by the experts and government officials during the programs, provoking further debate on some burning issues. As a result, the Mayak management decided to increase the length of the program from two minutes to three to five minutes at no additional cost to the project.

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SECTION VI MASS PRESS

Publication in the mass media through the team's public and media relations efforts was viewed to have special significance in meeting the task order's goals and objectives. During the initial task order, the team established strong professional ties with leading representatives of the central and regional mass media. These people later formed the core target group of our media relations and media training activities. This approach ensured accurate, high-quality reporting on issues relating to land privatization and the emerging real estate market, which in turn affected public opinion of and participation in the government's land reform.

A. Objectives and Strategy

Based on research conducted by the country's leading information agency, Business TASS, several leading publications and radio and television stations were identified, and professional contacts with journalists were established. Official research on the Russian mass media, conducted in June 1995 by the Sociologic Institute of the Russian Academy of Sciences, proved the findings of the TASS research and confirmed that the selected publications were indeed pioneers in quality economic reporting.

In addition, several smaller publications specializing in the real estate market and land privatization expressed interest in receiving accurate analytical information on land reform, and therefore became another target group for the team's media relations efforts. The team's objective was to ensure publication of at least one article a month on land privatization and the development of the real estate market in the specialized press, as well as in the designated pages of central newspapers.

The following central newspapers were among the priority publications targeted under this component: *Argumenty i Fakty*, *Izvestia*, *Komsomolskaya Pravda*, *Kommersant Daily*, *Moscow News*, *Segodnya*, and *Trud*. In addition, the team identified specialized and regional media outlets such as *Capital*, *Financial News*, *Economica i Zhizn*, *Everything on Real Estate*, *Real Estate in Russia*, and *Realty Review*.

B. Media Relations

To carry out this task order component, the team employed traditional public relations and media relations techniques, including:

- Distribution of press releases
- Mailing of the team's bulletins to the mass media
- Organization of press conferences and briefings
- Organization of one-on-one interviews
- Regular contacts with identified journalists and provision of informational and analytical information on land privatization
- Placement of articles developed by the team

Success stories about land privatization in the regions were especially effective for conveying key messages to the public. It was extremely important to show readers that land

privatization is happening and that it is the most efficient way of managing the land and attracting partners and investors.

Besides providing general information support to the mass media through *News of Land Reform*, the team conducted many general media relations activities in support of the land privatization program. On request, the team drafted materials for local and central newspapers and provided one-on-one consultations for national mass circulation newspapers, as well as newspapers specializing in real estate, gardens and dachas, etc.

As a result of this work, land reform issues were covered in many publications throughout the country. Some newspapers, such as *Zemelnyje Vesti (Land News)* prepared issues based exclusively on the materials provided by the team. Other publications only used excerpts from the bulletins or analysis prepared by the real estate experts for the team. Overall, the central press published 314 articles and the regional press published 145 articles as a result of our media relations activities.

C. National Newspaper Supplement

Originally, the task order called for a special newspaper supplement *Land and Real Estate*, with a circulation of 1.1 million copies. A similar supplement targeted to the mass population was published under the initial task order, in November 1994, as part of *Argumenty i Fakty's* economic supplement *Life & Wallet*. *Land and Real Estate* was meant to be the second in the series. However, after *Life & Wallet's* circulation was dramatically cut for financial reasons and the terms of the original contract could not be met, the team subcontracted with *Komsomolskaya Pravda*, another major Russian newspaper, with the circulation of 1.6 million.

C1. Main Objectives and Choice of Newspaper

The main objective of this supplement was to cover Presidential Decree #337, "On the constitutional rights of citizens to land," issued on March 7, 1996.

Because of the nature of Decree #337, the target audience of the team's program was very broad and extremely diverse. The decree addressed the interests of various social groups, including farmers and farm managers, local administrators, rural intelligentsia such as teachers, scientists, and service sector representatives, as well as dacha and garden plot owners from the cities. Additionally, the decree dealt not only with land ownership issues but also with land distribution and use, which required targeting an even broader audience, including land market professionals.

Thus, the team decided to place its supplements in a central newspaper with a nationwide distribution that would deliver information broadly to the public and in two smaller more targeted publications to reach the rural population. We selected *Komsomolskaya Pravda*, an independent market-oriented newspaper with a national circulation, as the central publication for the supplement. Additionally, being very popular among the younger readers, the newspaper ensured our access to this strategically important target audience.

C2. Key Messages

All four issues of the supplement were aimed at explaining to the mass population the key issues of the Presidential Decree #337, in particular the principal goals and components. Three key messages were reflected throughout all issues:

- Land must have a master. Land sales and use can be controlled and regulated, but taking it out of the economic turnover will put a significant strain on the reforms.
- The right to own land is guaranteed by the constitution and is irrevocable.
- Land must belong to those who work it. It will always be the source of life to a farmer.

Each issue had a specific theme, detailed below:

- Issue #1: *The Land Belongs to Calloused Hands* (June 4, 1996) focused on the new rights offered by the presidential decree, specifically regarding land use and distribution. It published the plea of the Nizhny Novgorod peasants to the Federal Council to reject the unconstitutional Draft Land Code. This issue also covered legal issues relating to the land code as well as various experts' opinions on the new opportunities offered by the decree.
- Issue #2: *If You Like Your People, Give Them Land* (June 11, 1996) offered a comprehensive look at the history of Russia's land reforms, suggesting that Russians never really owned their land until now. The issue also described financial and credit opportunities opened by Decree #337.
- Issue #3: *Land Must Belong, Not Be Lonely* (June 14, 1996, Friday issue circulation 2,627,000) further detailed the constitutional rights to land and provided success stories of regulated land distribution in the regions.
- Issue #4: *Did You Know You Were Given Land?* (July 30, 1996) explained the different ways of temporary land use, demonstrated clear benefits of owning the land as opposed to leasing it, and provided a success story of a farm taking the full advantage of land ownership opportunities.

Total circulation of the team's special newspaper supplement (all four issues) in *Komsomolskaya Pravda* reached 7,293,000.

C3. Working with the Subcontractor

The team's experience working with *Komsomolskaya Pravda* was sometimes challenging but always very interesting. After lengthy discussions and negotiations the team leader reached an agreement with the newspaper's editorial board on publishing the supplement based on the timeliness and high quality of the information provided and the essence of the covered issues. The newspaper's staff worked directly with the team's writers to adjust the materials to the distinct style of the newspaper, therefore making it even more credible to the readers.

At the end of this activity *Komsomolskaya Pravda's* editor-in-chief, Vladimir Simonov, expressed his interest in future cooperation with the team on the issues of land market and real estate. This was yet another testament to the team's successful efforts in providing sustainability

of the project activities and improving the quality of reporting on real estate and land reform issues.

D. Agricultural Newspaper Supplements

Similar to the special supplement in *Komsomolskaya Pravda* detailed above, the team's supplements in *Rossiyski Farmer (Russian Farmer)* and *Selskaya Zhizn (Country Life)* explained the terms and implications of Presidential Decree #337 to the target audience. From June 16 to June 30, the team published three such supplements with a total distribution base of 237,200 copies throughout the Russian Federation.

D1. Choice of Newspapers

As mentioned above, the nature of the decree necessitated a very complex and diverse target audience for the communications program in support of it. While *Komsomolskaya Pravda* provided nationwide coverage of decree issues, two additional specialized publications were identified to target more narrow interest groups in the rural areas.

Rossiyski Farmer and *Selskaya Zhizn* are the only two leading periodicals in Russia for the rural population, and each has a distinct readership. The first one is a market-oriented, democratic newspaper read largely by supporters of farm reorganization and private land ownership, whereas the latter is especially popular among the pro-Communist audience. By choosing these two newspapers, we ensured that our information was received in every household in Russia's rural areas. This, combined with the national circulation of *Komsomolskaya Pravda*, provided for the countrywide coverage of the key messages reaching millions of households throughout the Russian Federation.

D2. Main Objectives and the Target Audience

The main goal of these special newspaper supplements was to educate the rural population on the new land ownership opportunities and rights guaranteed by Presidential Decree #337. This activity was part of the team's overall objective to address the specific needs and interests of the rural population and to get them to act on, defend, and use their constitutional right to own land.

Specifically, the supplements were tasked with:

- Informing the rural population of the key components of land privatization in Russia
- Forming the general understanding of the privatization processes and the development of market relations in the rural areas
- Informing the rural population of the specific activities undertaken by the government to strengthen land privatization process
- Motivating the target audience to participate in privatization, the development of a land market and, in the end, efficient land use

During development of the materials for the supplements, the team worked closely with the State Legal Department of the President's Administration to ensure legally correct interpretation of the essence and logic behind the decree.

D3. Key Messages

The main themes of the supplements in *Rossiysky Fermer* and *Selskaya Zhizn* were the same as those in *Komsomolskaya Pravda*, but with a special focus on the needs and concerns of the emerging farming community. The following key messages were added to address the specifics of this target audience:

- Issue #1: *The Land Belongs to the People* (*Rossiysky Fermer*, June 18, 1996, circulation 57,200) highlighted the new additions to existing legislation regarding rural land ownership and listed three practical ways of rural land appraising. The issue also featured a success story of a farmer from a small town, Ivanovo, and his interpretation of Presidential Decree #337.
- Issue #2: *The Right to Own Is Guaranteed by the Constitution and Is Irrevocable* (*Rossiysky Fermer*, June 25, 1996) published the findings of the sociological research, conducted by the Moscow Consulting Group, on various land privatization and ownership issues. The findings proved that most of the population is convinced that private property is the only way to develop an efficient food processing industry and that Russia's rural population is the foundation for its success.
- Issue #3: *The Land Belongs to Those Who Work It* (*Selskaya Zhizn*, June 29, 1996, circulation 180,000) explained various land ownership rights guaranteed by the constitution and provided information and analysis related to the decree. It also featured an expert's opinion on the problem of crediting to individual farms and farm support organizations and the new financial mechanisms available to the rural population.

D4. Summary of Accomplishments and Impact on the Target Audiences

As a result of the team's efforts under this key task order component, more than 9 million people throughout the Russian Federation received essential information on land privatization in general, as well as on more specific provisions of Decree #337.

The impact of our efforts can be demonstrated through the readers' reaction to a request published in each supplement. In order to collect as many signatures against the unconstitutional Draft Land Code, the team published the plea of the Nizhny Novgorod peasants to the Federal Council to reject the draft. Almost immediately after its publication, the offices of the Federal Council were overwhelmed with letters from readers supporting the plea and demanding that the land code be rejected.

This not only proved the effectiveness of the supplements and their impact on the target audiences but also showed the high public consciousness of the decisions made by the government and the strong belief among the general population of its own powers to influence these decisions.

D5. Implementation Challenges

The pro-Communist orientation of *Selskaya Zhizn*, made it difficult to convince the newspaper's editorial board to publish our market-oriented materials in support of land privatization. Negotiations with the paper were further complicated by internal political problems,

the editorial board split in two groups — one moderately reform-oriented and one strongly opposed to reform.

Despite these political challenges, the team reached an agreement with the publication, and worked with the writers to adjust the materials to the style of the newspaper and tailor the information to fit the specifics of the readers. Furthermore, after the last supplement was published, the editorial board and the writers expressed their interest in the subject matter and their willingness to continue to publish similar information.

SECTION VII
SUPPORT TO OTHER USAID/GKI LAND TASK ORDERS

The objective of this program was to provide targeted and strategic communications and public information support to existing and new USAID land task orders, specifically Enterprise Land Sales, Farm Reorganization and Privatization, Land Use and Zoning, Real Estate Information and Registration Systems, Property Taxation and Local Policy Legislation, Mortgage and Real Estate Finance, and training of real estate professionals.

Both the initial and the follow-on Public Education task orders paid great attention to supporting other USAID land task orders in Russia. Besides disseminating information on the projects to the general public, and narrower target audiences, our efforts ensured that their technical programs fell on fertile soil and that the continuing development of a real estate market, both in terms of USAID projects and independently, had a conducive environment.

Additionally, we leveraged task order resources by using communications vehicles already established by the team for its general communications program, such as bulletins, newspaper supplements, and electronic media, to communicate issues specifically related to the other projects.

The bulk of our efforts at supporting USAID's other six task orders focused on ELS and FARMS II, which were the most prominent activities in USAID's land reform program and the only ones in a true roll-out phase that was implementing lessons learned in a pilot phase over a much larger geographical area. Three of the remaining task orders — Mortgage Finance, Property Tax, and Zoning — were in their pilot phases.

The final task order was the REIS roll out. While in some ways a roll out of earlier programs, this project differed from ELS and FARMS II as it did not include a massive expansion of the programs from the pilot projects. The pilot phase of REIS was implemented by two contractors simultaneously, and the roll-out phase (the portion active during the life of this task order) focused on synthesizing the programs developed by the two contractors and limited roll out.

A. Enterprise Land Sales (ELS)

Commercial land privatization was always viewed as the key component of the government's effort to establish a dynamic land and real estate market in Russia. Thus, building public confidence in the importance of enterprise land sales, as well as increasing awareness in specific target groups of the various government programs and policies in support of the commercial land market, was in essence the main focus of the team's general and targeted communications program.

In addition to the national-level activities on enterprise land privatization described above, the team provided direct support to specific ELS activities. This support aimed to increase the impact of their seminar program by providing targeted media support, including publication of a one-page supplement in the local newspaper, scheduling local press interviews, and providing other public and government relations services as required.

More important, however, was the impact of the Public Education task order on the minds and attitudes of real estate professionals, local administrations, and especially enterprise land managers, getting them to accept the irreversibility of commercial land privatization in Russia. Conducted in the most politically and economically challenging locations, the team's support of the ELS task order attempted to "break the ice" and explain to the target audiences their role as the driving force behind commercial land privatization and, in the long run, the establishment of an efficient real estate market.

Specifically, the team was tasked with:

- Explaining the legal and constitutional basis for enterprise land sales and private property rights
- Explaining the impact of enterprise land sales on the investment opportunities and enterprise restructuring
- Providing information meant to eliminate obstacles to enterprise land privatization in the regions

A1. Interrelationship Between ELS and Public Education Task Order Activities

Consistent with the ELS needs, the two teams signed a Memorandum of Understanding (MOU) in January 1996. That agreement outlined the main objectives and components of the ELS communications program. Particularly important was the relationship between the two projects and how the activities put forward by the Public Education team interrelated and contributed to the overall objectives of the enterprise land program.

A key component of the team's targeted support was providing public information and media relations support to the ELS regional seminars. It is important to differentiate this activity from the commercial land seminars held as part of the general communications program. While the commercial land seminars had a *promotional* nature, ELS seminars were *informational* and were designed to provide technical and hands-on practical information regarding the process required by enterprises to purchase their own land, i.e., to assert their rights of private ownership. The main target audience for these seminars was enterprise managers and their designated technical personnel, who were assigned to conduct the process of privatization, as well as administration officials directly responsible for regulating land sales. Therefore, these seminars assumed a much higher degree of commitment to privatization of land than the promotional ones held by the Public Education task order.

Essentially, the activities outlined in the MOU leveraged the resources of both task orders to ensure that quality information was produced and distributed to targeted audiences. The inclusion of articles in the newsletters, as well as the direct mailings, was designed to take advantage of the infrastructure the Public Education task order had in place to disseminate information relevant to the ELS task order. Likewise, the communications support for the ELS seminars was designed to use our team's specialized expertise in media relations.

A2. Main Components and Activities

The team focused on the following main components in support of the ELS task order:

- Design and implementation of a general information program in support of enterprise land privatization

- Implementation of a targeted communications program in support of specific project activities

As outlined in the MOU, the following activities were conducted by the team under this component:

- Distribution of informational materials and newspaper supplements in the local press
- Organization of interviews with local administration heads
- Media relations activities and preparation of press materials
- Preparation and distribution of press releases in support of ELS seminars
- Preparation of promotional videos
- Preparation of informational and marketing videos devoted to enterprise land sales
- Direct mail of informational and instructional materials to identified enterprises
- Preparation and publication of an ELS manual
- Introduction of the ELS task order activities in locations where the Public Education task order was active
- Introduction and promotion of the ELS consulting network
- Preparation and distribution of advertising booklets for the ELS consulting network

Specific activities, conducted at the request of the ELS team in a particular region, were carried out by an assigned team member. The table below shows the support provided in each region.

Region	Supplement	Interview	Announcement	Publications	TV & Radio	Press Release	Advertising
Ivanovo	√	√	√	√		√	
Novosibirsk							
Kaluga	√						
Orel	√	√					
Leningrad	√						√
Volgograd	√	√	√				√
Vladimir	√						
Altai	√						
Kirov	√	√	√	√	√	√	
Saratov	√		√	√			
Samara	√	√	√	√			√
Rostov	√	√	√	√			√
Yaroslavl	√	√					
Tatarstan	√						
Komi	√						√
Omsk	√						
Smolensk	√	√	√	√			
Nizhegorodsk	√	√		√		√	

A3. Newspaper Supplement

This one-page supplement was published in cities where ELS seminars were held. It contained region-specific information on the program's activities. The following materials were featured in all supplements:

- Interview with a local administration representative on the enterprise land sales process on the regional level
- Article on the ELS activities, their goals and objectives, and information on where to receive additional consultation
- A number of materials devoted to practical use of privatized land, highlighting the benefits of commercial land privatization
- Statistical data on land sales, demonstrating overwhelming support of the program
- Article on the legal situation around the issue of enterprise land sales

The supplement was published in the regional media shown in the following table.

Region	Newspaper	Circulation
Ivanovo	Rabochij Kraj	32,000
Orel	Orlovskije Vesti	23,000
Leningrad	St. Petersburg Vesti	59,000
Volgograd	Volgogradskaya Pravda	50,000
Vladimir	Pryzyv	28,000
Altai	Altajskaya Pravda	29,000
Kirov	Vjatskyj Kraj	52,000
Saratov	Novyj Stil	22,000
Samara	Volzhskaya Kommuna	25,000
Rostov	Nashe Vremya	30,000
Yaroslavl	Zolotoje Koltso	87,000
Tatarstan	Respublika Tatarstan	55,000
KOMI	Krasnoje Znamja	42,000
Omsk	Kommercheskije Vesti	32,000
Smolensk	Rabochij Put	50,000
Nizhegorodsk	Nizhegorodskije Novosti	19,000
Total Circulation		616,000

A4. Direct Mail

The team issued a nationwide direct mail package of information to 26,000 enterprises with promotional and instructional information on land privatization. The package included an informational booklet *Land. Enterprise. Law.*; a qualitative and quantitative overview of commercial land privatization in Russia; a letter to the enterprise managers and real estate institution heads; a quantitative report on the success of enterprises that had privatized their land; news clips and reprints regarding investors, credit and banking opportunities; and a two-page summary of motivations to privatize land and practical steps to be taken. For enterprises located in ELS cities, the packet also contained a description of the ELS task order and ELS manual.

In addition, the team distributed by mail *Public Relations Manual for Commercial Land Privatization* in November 1996 to 88 press secretaries of administrations (state property committees) throughout Russia.

A5. International Conference on Real Estate Development and Investment in Russia

This conference was sponsored by the Russian Federation GKI, Leontief Center, and the Foundation for Protection of Privatized Property, as a conclusion of the commercial land educational program. The main objective of the conference was to summarize and discuss commercial land privatization experience gained in the regions and to determine the future real estate investment opportunities.

Key objectives and messages. Since commercial land sales were made possible in 1995, the buy-out of land under enterprises allowed the enterprises to restructure, attract foreign and domestic investment and credit, and effectively manage assets in a market environment. At the time when thousands of enterprises had bought their land, an international conference was a perfect venue for attracting investment companies, banks, and financial structures.

The conference covered issues ranging from the regulatory basis for commercial land ownership and practical application of this constitutional right to expanding investment possibilities to appraising land and enterprise property. Special attention was given to the role of the emerging pool of real estate professionals, such as appraisers and realtors. The participants also discussed aspects of cooperation between legislative and executive bodies and informational support to the governmental structures working in real estate and land reform.

Conference participants were given informational packets with the findings of the latest analytical research on land privatization done by the region and by the industry. These materials are very important to the overall investment policy in Russia as they provide potential investors and banks with accurate, up-to-date statistical data.

The conference was structured according to the team's usual format, which combined thematic addresses, question and answer sessions, and roundtable discussions. This format promoted dynamic interaction between the decision makers, journalists, and enterprise managers.

Results. Attending the conference were 110 representatives of GKI, the Russian Federation Ministry of Economy, local privatization centers, Russian and foreign experts, ELS task order specialists, land privatization consultants, investment funds, banks, enterprises, and specialized mass media. Attracting such a mixed audience was one of the most important accomplishments of the conference as it ensured close interaction between the various participants of the real estate market and promoted the establishment of professional contacts.

Another major result of the conference was the fact that such an important aspect of the country's foreign investment policy as commercial land ownership received overwhelming attention from the large international financial groups. Many banking sector representatives attended the conference and later requested additional consultations from the team, as well as from the GKI experts on enterprise land, and specifically on the process of land buy-out. In fact, the Paribas Capital Markets/United Financial Group distributed a news release to its members informing them that enterprises were privatizing their land and that this would be a great investment opportunity. This was an immediate result of informing foreign investors of

opportunities in Russia and shows that our seminar spurred interest, and hopefully activity, in investing in land in Russia.

The conference served as an important information exchange venue and demonstrated the impact of the ELS and Public Education task orders' activities on the development of a real estate market in Russia.

A6. Other Support

The Public Education team organized a special seminar on marketing in Moscow to support the ELS network of consulting companies. The team prepared 4,000 advertising booklets for the consulting companies with promotional materials on each firm.

B. Farm Reorganization (FARMS II)

Farm reorganization issues were communicated through many the team's national program activities as described above. In order to more fully respond to the specific needs of the Farm Reorganization task order, starting in November 1995 the Public Education team provided direct public education and information support including developing and publishing a national newspaper supplement, identifying and training FARMS' in-house communications manager, preparing a public relations manual in support of farms reorganization targeted to local property committees and agricultural committees, and assistance to the press offices of the reorganization committees.

As part of the national program, the team devoted a full session of its a weekly radio program *Khozayn* on Radio Mayak (described above) to the issue. Once per month, this five-minute broadcast with a listener base of 82 million was devoted to issues of agricultural land reform seminars.

B1. Newspaper Supplement "*Novy Khozayn*" ("New Owner")

Main objectives. The development and publication of a nationwide newspaper supplement devoted entirely to farm reorganization and management had several strategic objectives given the land reform environment. Apart from its informational and analytical functions, the publication was tasked to distribute region-specific methodological instructions on the process of agricultural land privatization and farm restructuring.

Specifically, the publication supported the following aspects of land reform:

- Privatization of food processing enterprises
- Organization and functioning of market infrastructure
- Organization of new markets (crediting, services, insurance, etc.)
- Solving social problems

Key components and the target audience. The publication was primarily targeted at farm reorganization specialists from 225 farms in 15 regions of the Russian Federation where the Farm Reorganization task order was active. The team also targeted general rural professionals and their households and public education and information experts working on agricultural privatization.

The publication was distributed in FARMS II regions and oblasts, including Kaluga (Bryansk, Lipetsk, and Tula), Saratov (Penza, Samara, and Volgograd), Vologda (Arkhangelsk, Kostroma, and Yaroslavl), and Moscow (Tver and Vladimir).

Each supplement contained three types of information:

- General information: educational materials on the basics of land reform, analysis of privatization experience, motivational articles on farm reorganization and restructuring, benefits of the new opportunities, and overview of the common mistakes.
- Methodological materials on specific phases of farm reorganization at different types of farms, with a special emphasis on success stories; description of the various mechanisms and specific activities
- Materials on ways of raising the standards of living

The team selected leading journalists specializing in the field of farm land privatization to help them draft materials on the complex issues in a simple and understandable way. Articles were also written by GKI specialists, managers and members of reorganized farms, regional administration representatives, and research institute fellows. The issues covered the following subjects:

- Issue #1, December 1995, introduced the subject matter, explained the importance of farm reorganization to land reform in Russia, summarized the subjects to be covered in later issues.
- Issue #2, January 1996, described the legal basis for reorganization, ways to use it most effectively, and models of reorganization.
- Issue #3, March 1996, explained the importance of a solid economic foundation for farms, various sources of information, consulting centers.
- Issue #4, April 1996, presented the theory and practice of farm marketing, specifics of marketing in agriculture and its use by small farms.
- Issue #5, May 1996, detailed the farm registration process and approaches to beneficial realization of goods.
- Issue #6, June 1996, described new farmers' rights to own land under Presidential Decree #337, possible ways of land share exchange, and land management.

Accomplishments and impact on the target audience. Six issues of *Novy Khozayn* were published under this task order, each with the circulation of 45,000 copies. Nationwide distribution was done through the FARMS II hub offices in Kaluga, Moscow, Saratov, and Vologda.

B2. Manual

To capture lessons learned from the initial task order and promote the continuation of public education support to farm reorganization, the team published a *Public Relations Manual for Farm Reorganization*, which was included as a chapter in the Farm Reorganization task order

manual. It was distributed to 88 local administrations (state property committees and agricultural departments) via direct mail in November 1996.

C. Other Task Orders

This section covers the team's support to USAID's other land reform task orders, specifically the support provided to the Mortgage Finance, Property Tax and Zoning, and REIS Roll-Out task orders.

As mentioned earlier, the team's efforts on these programs were limited. The general topics were covered in our national programs and, where appropriate, speakers and authors from these task order teams participated in our seminars, radio programs, and publications. Additionally, we provided three out of the four with specific direct public education support.

C1. Mortgage Finance

This activity, implemented by the Barents Group, was in its pilot phase during this task order. The contractor was working with banks in Irkutsk, St. Petersburg, and Moscow to help them develop the capacity to make mortgage loans on commercial land. This involved training as well as national-level policy support to the Ministry of Finance and the Central Bank.

Throughout the life of our task order and the Mortgage Finance task order, the issue of mortgages for commercial property was covered in our national programs. In addition, the team helped the Barents Group publish and distribute a manual on how to apply for mortgage loans. This manual is an adaptation of a manual produced by Riggs' Bank. The Mortgage task order, in cooperation with the ELS task order, had this document translated into Russian. The Public Education task order then packaged it with a cover letter explaining its importance to Russian enterprises from a senior staff member of the Central Bank. We then distributed it to 6,000 enterprises in the ELS cities as a follow up to the mailing of the ELS manual and *Land Enterprise Law*, as discussed under the section on support to the ELS task order above.

The manual provided enterprises in the ELS cities with specific guidelines on how to apply for mortgages. At the same time, it assisted the Mortgage Finance task order by creating a demand for mortgage loans, a factor critical to getting banks to provide these services.

C2. Property Tax

This task order, implemented by the Center for Financial Engineering in Development (CFED), was also in its pilot phase, working in Novgorod and Tver. The benefits and importance of developing a rational property tax scheme were covered in our national radio programs, seminars, and publications. For example, in our national program of commercial land seminars, Anna Salina, the head of the Property and Other Tax Department of the Ministry of Finance, spoke on the pilot project in Novgorod and Tver and promoted the development of rational property tax schemes by explaining their benefits to the audience. In addition, Natalya Kalinina, the Russian team leader for the CFED project spoke on our sixth radio bulletin (distributed in March 1995).

In addition, we provided direct assistance to the CFED team in preparing for a public education campaign in Novgorod that would be part of their follow-on stage. The follow-on was scheduled to begin in late fall 1996, approximately the same time that this task order was ending.

The city of Novgorod was the most advanced city in adopting CFED's pilot property tax scheme. It was scheduled to implement this tax scheme on a pilot basis and was awaiting federal legislation. To assist, we hired a local subcontractor to conduct public opinion research to help shape a local public education campaign on the new property tax scheme. Additionally, we developed a draft strategy and included models of materials for implementing this campaign. We were unable to finalize the strategy, as at least several months would clearly pass before the campaign would be implemented and that issues and facts on the ground would alter in a way that would require significant revisions to the strategy. The campaign could not be implemented until the pilot scheme was under way, which was pending passage of federal legislation and not scheduled to begin until January 1996 at the earliest. However, the strategy developed provides a framework for a public education campaign that can quickly be finalized once the stage is set.

C3. Zoning

The Zoning task order was also in the pilot phase. The Zoning team and our team held many meetings to discuss areas of direct support, such as special publications or seminars, but ultimately it was agreed that the Zoning task order could handle its limited public education needs on its own, combined with the coverage already provided on the subject in the national programs.

C4. REIS Roll Out

As noted above, the REIS Roll-Out task order focused on synthesizing the results of lessons learned from Chemonics and Arthur Anderson task orders and implementing this new blended task order in two cities. This work did not require significant mass public education support. However, issues relevant to REIS were covered in our national programs and seminars.

In addition, we helped the REIS Roll-Out task order translate its manual into Russian. Our team assisted in the massive task of translating the 1,000-page document by providing translators and helping the REIS Roll-Out translators develop their terminology.

SECTION VIII

RESULTS OF THE PUBLIC EDUCATION PROGRAM

The land privatization program has been recognized to be an extremely successful component of the Russian government's efforts to move from a centrally planned economy to a market economy. Since its beginning, the Public Education team has been an integral and essential part of this work, ensuring broad public participation in land privatization through this large-scale public information and education campaign.

The impact of our program on the government's land privatization efforts is both quantitative and qualitative. Although accurately measuring the impact of our activities without a public opinion survey is difficult, the following numbers clearly indicate our success: by 1996, more than 2,000 enterprises across the country had purchased their land, and more than 2,000 applications were pending. Seventy-one regions of Russia (80 percent) had accepted land privatization as the only way to a market economy, and six regions were proceeding with land privatization although appropriate legislation had yet to be adopted by local governments. Millions of Russian citizens have received our educational materials and had listened to our radio programs. As demonstrated by anecdotes and the letter responses to these programs, the main messages were clearly received and provoked thought, support, and action.

Of even more importance are qualitative results. These consist primarily of feedback from the target audiences, letters and phone calls received from listeners and readers, anecdotal examples of how land privatization is becoming a familiar concept to the Russians, and how public support of the privatization process is putting pressure on the bureaucracies to refine and perfect local real estate legislation.

A. Deliverables

The deliverables required by the task order are:

- 57 seminars in 19 oblasts on commercial land
- 12 seminars in 12 oblasts on agricultural processing
- 52 five-minute radio programs
- 1 general newspaper supplement
- A bimonthly newsletter to real estate professionals (26)
- A monthly legislative report (12)
- One article per month to major real estate publication (12)
- 20 promotional programs in 20 cities in support of ELS
- 225 farms in 15 oblasts get 200 copies of 4 issues of a newspaper supplement

We quickly determined that we could substantially exceed these deliverables. The following chart shows the deliverables we planned and delivered under this task order:

Task/Activity	Required in Task Order	Scheduled Work Plan	Number Completed
Commercial Land			
Commercial Land Seminars (3 per region for 19 regions)	57	57	57
Agricultural Land			
Agricultural Seminars (3 per region for 12 regions)	12	36	36
Mass Media			
Five minute radio programs	52	52	52
Newspaper Supplement (1 national)	1	1	4
Audio Bulletin	0	12	12
Specialized Media			
<i>Land and Real Estate</i> (newsletter to market participants)	26	26	26
<i>Real Estate Legislation Review</i> (newsletter on legislative developments)	12	12	12
Media Relations (articles)	12	12	459
<i>News of Land Reform</i> (bulletin)	0	52	52
<i>Real Estate Management Issues</i> (bulletin)	0	12	12
Public Relations Manual for Commercial Land Privatization	0	1	1
Public Relations manual for Farm Reorganization	0	1	1
Land Reform Manual for Journalists	0	1	1
Real Estate Management in Market Economy	0	1	1
Second Issue of Land. Enterprise. Law.	0	1	1
Local Project Support			
Novy Khozayn Newspaper Supplement	4	6	6
20 promotional programs in 20 cities in support of ELS	20	20	<ul style="list-style-type: none"> •19 cities •One national mailing
225 farms in 15 oblasts get 200 copies of 4 issues of newspaper supplement	4 at 45,000 copies	6 at 45,000 copies	6 at 45,000 copies
Support to Mortgage Finance Task Order	n/a	n/a	Production of manual on applying for mortgage loans
Support to the Property Tax Task Order	n/a	n/a	<ul style="list-style-type: none"> •One public opinion study •One strategic communications plan

This chart demonstrates that the team met the task order requirements and delivered support beyond those requirements.

B. Benchmarks

The following section summarizes the team's performance in achieving the task order's stated benchmarks. These benchmarks were designed primarily to quantify the number of target audience members reached, but in one case (the number of enterprises that privatized land) depended on a desired change in behavior. We did not have a budget for public opinion research under this task order and are unable to discuss the impact of our program on public opinion.

B1. Enterprise Land Sales Seminars

- 50 percent increase in the number of privatized enterprises that have received information relating to the specific process of privatizing land under those enterprises. This will be measured by:
 - The number of enterprise managers who attend the commercial land seminars. The baseline is 3,277 enterprise managers who attended the seminars in the initial Public Education task order. *Under the follow-on task order, the team provided information to 4,100 additional enterprise managers for a total of 7,377, an increase of 125 percent.*
 - The number of enterprise managers who receive direct mailing. Under the previous task order approximately 15,000 enterprise managers received *Land Enterprise Law* via direct mail or through an organization. *Under this task order, a direct mailing went to a total of 26,000 enterprises (approximately 11,000 new managers) for an increase of 173 percent.*
- 200 percent increase in the number of enterprises that have privatized land. This will be measured at the end of the task order by:
 - The number of enterprises that have applied to privatize their land and the number of such applications approved by local administrations. The baseline nationally is 573 land plots, which had been privatized by enterprises by the end of the earlier task order (July 1995) and by March 31 (the last survey), nationwide 1,254 land plots had been privatized, a 118 percent increase. *In the 19 cities in which we worked, 81 plots had been transferred as of March 31, 1996, and 224 had been transferred as of September 30, 1996 (a 276 percent increase).*
- 50 percent increase in the number of local administrators who have received information relating to the process, management, and value of privatization of municipal land. This will be measured at the end of the task order by:
 - The number of administrators who attend commercial land seminars. Under the original task order the team trained 856 administrators in 12 regions of Russia at special seminars. *The follow-on task order team trained 2,500 administrators in 19 regions, a 400 percent increase.*
 - The subscription base of *Real Estate Management Issues*. *The team informs 329 administrators through Real Estate Management Issues monthly. This is a new activity and represents an increase from zero.*

B2. Agricultural Seminars

- 50 percent increase in the number of agricultural enterprises that have received information relating to the process of agricultural reorganization. This will be measured at the end of the task order by:
 - The number of agricultural enterprise owners in attendance at the agricultural seminars. *Two thousand six hundred farmers and agribusiness managers through regional seminars in 12 oblast centers of Russia have already received information. This is a new activity and represents an increase from zero.*

- The subscription base of 45,000 farmers who receive *Novy Khozayn*. Under the previous task order the team worked in four regions and 20 farms in support of the FARMS task order. *The follow-on task order covered 280 farms with a general information campaign. The earlier version of Novy Khozayn newspaper was issued to 30,000 recipients (four issues), whereas under this task order, 6 issues went to 45,000 recipients, a 50 percent increase.*
- 50 percent increase in the number of agricultural processing industry enterprises that have received instructions and information on the process of the privatization of the enterprise itself. This will be measured at the end of the task order by:
 - The number of agricultural processing enterprises representatives at the seminars. The baseline is zero, as this is the first public information effort aimed at this industry. *Two thousand six hundred farmers and managers of agricultural processing industry enterprises in 12 regions throughout Russia were trained at the team's seminars. This is a new activity and represents an increase from zero.*

C. Impact on Target Audiences

As explained above, this task order did not include funds for public opinion research, nor did the benchmarks attempt to measure the impact on public opinion. To attempt to gauge the impact of this task order, below we have compiled anecdotal and other evidence of impact on the major target audiences.

C1. Enterprise Managers

Our objective with enterprise managers was to encourage them to privatize land under their enterprises and to catalyze the enterprise land privatization process by pressuring local governments to pass enabling legislation. To achieve this objective, we communicated with enterprise managers through three primary modes.

The main means of communication was through the commercial land seminars, which were held in 19 regions. Approximately 4,100 enterprise managers attended these promotional and informational seminars. The second mode of communication was through our *Land. Enterprise. Law.* brochure. This promotional and informational brochure covered the benefits of land privatization, as well as the basic steps needed, and was direct mailed to 20,000 enterprise managers and given to 4,100 at the commercial land seminars.

In addition to the above, the subject of commercial land was covered in our national supplements and radio programs, and enterprise managers were included in the audience for these mass media activities.

We have two primary means to illustrate results. First is the amount of land privatized in cities where we worked.

Region	Transfers	Pending Applications
Novgorod	57	60
Saratov	6	12
Kaliningrad	0	39
Pskov	25	148
Arkhangelsk	10	10
Murmansk	4	3
Syktyvkar	5	24
Smolensk	7	34
Tver	20	40
Petrozavodsk	3	3
Orenburg	49	12
Tatarstan (Kazan)	0	1
Penza	0	28
Belgorod	1	6
Nakhodka	6	12
Lipetsk	0	2
Kostroma	14	2
Uljanovsk	0	1
Moscow Oblast	35	12
TOTAL	224	233

Second, enterprise managers have become catalysts for the privatization process, as shown in the following example. In Vladimir, the oblast allows commercial land privatization, but the city does not. After enterprise managers attended our seminar (under the original task order) and learned of their rights, which were explained to them by federal GKI officials, one manager in Vladimir city who had been refused the right to privatize his land by the city took his case to court and won. Since then, although the city of Vladimir still has not passed a local ordinance allowing enterprise land privatization, it has stopped refusing applications when the enterprise threatens to take the case to court. As of November of 1996, seven enterprises had privatized their land. Although this may not be the ideal outcome in terms of a local administration's support of enterprise land sales, it does demonstrate that our seminar created a situation in which enterprises became catalysts and that our seminar broke the log jam.

C2. Local Governmental Bodies

We had two primary objectives in educating local governmental bodies. The first, related to enterprise land sales, was to get these authorities to enable the privatization of land on a bureaucratic level. The second, related to farm reorganization, was to get the authorities to enable farm reorganization and promote the market-oriented use of agricultural land.

To communicate with local governmental bodies on enterprise land sales, we used the following mechanisms of communication:

- Commercial land seminars, which reached around 2,500 in 19 regions
- *Issues of City Real Estate Management in a Market Economy*, a promotional and informational brochures distributed in the seminars
- *Real Estate Management Issues*, distributed to 329 people
- National mass media programs (supplements, radio programs, etc.), which discussed these issues and were listened to by local officials

An example of the catalytic role our seminars played can be seen in the following anecdote from Kaliningrad. To finalize arrangements for a seminar in Kaliningrad, our team, including a member of the ELS project, met with KUGI officials. A key issue for such pre-seminar meetings was the status of local legislation for privatization of enterprise land. The legislation in Kaliningrad had not been signed, and the KUGI officials brought the draft legislation to the attention of the oblast governor and the legislative committee of the Oblast Duma. With the seminar planned for later that week, the legislation took on increased importance. Therefore, the draft legislation was reviewed on October 18, 1995, in the legislative committee of the Oblast Duma. One of the Public Education team members, as well as a member of the ELS team, testified in support of the legislation, and further suggested four changes to the legislation to simplify the process of privatizing enterprise land. This legislation, with our recommendations, was passed after three hearings. Although no privatization had occurred as of November 1996, the legislation, in combination with the pending applications and court cases, was creating significant pressure.

In relation to farm reorganization, we wanted authorities to enable farm reorganization and promote market-oriented use of agricultural land. To educate them on this, we used agricultural seminars in which we educated approximately 200 local officials on farm reorganization and related issues. We did see an impact on the local administrations. For example, in Belgorod and Smolensk the local administrations were not initially supportive of our seminar, but after the seminar they requested that we implement additional education programs on land reform and economic stabilization.

C3. Agro-industrial Businesses and Farmers

The objective of our educational efforts with farmers and managers of agroindustry was to encourage farms to reorganize and make market-oriented use of agricultural land. To encourage this behavior, we used promotional and informational seminars to reach 2,600 farmers and managers of agro-industry. In addition, we reached many farmers and agroindustries with success stories about privatization and participation in market economy through *Novy Khozayn* newspaper, radio programs on *Mayak*; and *News of Land Reform* (distributed to journalists and reprinted).

An example of our success in promoting market-oriented agroindustry comes from a seminar in Kirov. At the time of the seminar there was a glut of Danish butter on the market in Kirov, and the Danish butter sold more cheaply than local butter. The manager of a dairy plant and some dairy farmers met at the seminar and, based on ideas promoted in the seminar, developed a plan to work together to produce butter that could be sold more cheaply than the Danish butter.

C4. Journalists

Educating and training journalists is the area in which our efforts had the greatest impact. Our objective was to improve the quality and quantity of coverage of issues of land privatization and development of a land market to increase the general public's knowledge. We trained journalists to report accurately on land reform. Developing interest among journalists in the subject

increased and improved coverage. This improved coverage ensured that an ongoing supply of high-quality information would be available to the general population. We reached journalists through:

- Commercial land seminars, about 500 journalists trained in 19 regions
- Agricultural seminars, about 200 journalists trained
- *News of Land Reform*, weekly mailing to 100 journalists
- Audio bulletin *Land Reform in Russia*, monthly mailing to 180 radio stations
- One-on-one consultations with journalists

Over the life of the task order, we saw increasing numbers of our stories (distributed through *News of Land Reform*) appear in the press. Moreover, we saw an increasing number of articles on land privatization written by journalists that attended our seminars or received *News of Land Reform*. This is a sure measure of success in developing the capability and desire to report on land issues independently and favorably.

We saw a marked increase in the number of articles on land privatization and land reform in general in the regional press, the largest change coming in regions where we held our seminars. At the beginning of this task order, we received from our news clipping service an average of 200 articles per month. By the end of the task order, we received an average of 280 articles per month. It should be noted that under the original task order the increase was even greater. When we first started in June 1994, coverage of land privatization and land reform was virtually nonexistent, and by the end of that first year, it was up to 200 articles per month. In the national press, at the beginning of this task order we saw approximately five articles per month on land privatization and land reform. By the end of the task order, we saw approximately 30 articles per month published. The quality of the coverage also improved. We saw greater coverage of motivations to privatization and the benefits of privatization, and articles in support of private land ownership.

C5. Rural Population

The objective of communicating with the rural population was to encourage them to reorganize farms and to act on, defend, and use (i.e., leasing, bequeathing, etc.) their constitutional right to own land. We did this through:

- Weekly radio programs
- A series of five weekly radio programs (twice daily) on Presidential Decree #337
- Newspaper supplements in *Komsomolskaya Pravda*, *Russian Farmer*, *Selskaya Zhizn*, and *Novy Khozayn*

We do not have public opinion research to indicate changes in attitudes. However, the impact of our programs can be seen in the responses we received to our programs. For example, one radio program listener from the Serpukhov region wrote that her family largely relied on the information provided in the series of special programs on Presidential Decree #337 (aired on Radio Mayak) to deal with the local administration on issues of land reform.

**SECTION X
FINANCIAL SUMMARY**

Following is a summary by major line item of expenditures compared to budgeted amounts. Please note that we have an amendment pending with the Contracting Officer which, if approved, would change the budgeted amount, as well as the final expended amounts under ODCs and Media line items. Should there be changes to the final expenditures, we will submit an amended table.

	Budgeted	Expended	Remainder
Labor			
FDR Professionals	\$294,350	\$267,681.44	\$26,668.56
FDR LOE	432	397.72	34.28
Local/Professionals	\$483,862.50	\$461,634.54	\$22,227.96
Local LOE	3,450	3,769.85	(319.85)
Total Labor \$\$	\$778,212.50	\$729,315.98	\$48,896.52
Total LOE	3,882	4,167.57	(285.57)
Travel	\$75,975.00	\$56,065.60	\$19,909.40
Hotel/Per Diem	\$122,622.00	\$111,005.03	\$11,656.97
ODCs *	\$850,407.00	\$825,000.00	\$25,407.00
Media	\$166,860.00	\$156,319.20	\$10,540.80
Total	\$1,994,116.5	\$1,877,705.80	\$116,410.69

SECTION IX
LESSONS LEARNED AND RECOMMENDATIONS

A. Lessons Learned

Following are the lessons learned in the implementation of this project:

1. There are pros and cons to having separate public education task orders, as opposed to including public education activities within projects.
2. For a public information campaign on government policy to succeed, a strong and trusting relationship with government counterparts is critical.

These lessons are discussed below.

A1. Support to Other Task Orders

The Public Education task order had two purposes. The first was to implement a national public education campaign; the second was to implement activities in direct support to other USAID land reform task orders. The first set of activities, which was a follow-on to the original task order, required that we develop and maintain a close working relationship with our government counterpart. In short, we were speaking on their behalf and had to engender high levels of trust to do so.

The second set of activities, support to other task orders, required that we develop close working relationships with other task orders that may have a different set of counterparts. Inevitably the parties had different agendas.

We overcame this by focusing our national program on our counterpart's agenda. In supporting other task orders, we found that we could avoid clashes, and best serve the needs of the other task orders, by providing support to their public education activities and by bringing them into our national programs. For example, we had ELS speakers in our commercial land privatization seminars.

Having the Public Education task order attempt to support many other task orders, some of which were in the pilot phase, was a weakness of the design. Work should have been limited to those task orders in the true roll-out phase where the need for public education support was greatest.

In addition, it was envisioned that the support provided to the ELS task order would be to implement seminars in their cities. Logistically and following a chain of command, this turned out to be impractical. Many parties were involved in the planning of seminars and schedules changed up to the last minute. In addition, to meet the needs of the ELS task order, the seminars needed to be under the direct control of the ELS team leader. Therefore, we supported the ELS team by helping them design a series of seminars that were hands-on and process-oriented in nature (different from our seminars, which were promotional), and we provided ongoing media support during the implementation of their seminars.

The same was true with the FARMS II task order. While we provided support in the design of the project's public education activities, these activities needed to be under the direct

control of the FARMS II team leader. We therefore played an enabling and supporting role and implemented activities that supported the FARMS efforts, but the FARMS task order had its own public education staff and activities.

A2. Relationship with the Government

Another important lesson is the value of a close working relationship with the government counterpart, and how to accomplish this. Working closely with the government enabled us to provide effective information support to government policies. In turn, our close professional relationship attracted high-level government officials to speak at the seminars. The presence of these officials added immense weight to our educational efforts. To work closely with such officials, they needed to be convinced of the value of the program.

To succeed, a public education campaign must also establish partnerships with government economic bodies and independent economic experts. The assistance and professional advice of these experts and opinion leaders proved invaluable in developing the key messages of the team's programs.

B. Recommendations

This task order completed the second year of public education work on land privatization and the development of a land market in Russia. Great strides were made in public awareness of land privatization and peoples' rights to own land, as well as to support for land privatization among key target groups. Evidence of our success is described in Section VIII.

The area of our greatest success — and a low-cost opportunity for USAID to continue to promote land reform in Russia — is in the mass popular press. Over the life of our two contracts, the number of popular press articles on land reform in Russia vastly increased. Many of these articles can be traced back to information provided by our team or to training conducted by our team, but much of the work is simply spontaneous.

We recommend continuing activities that would deepen the ability of the media to report on land reform independently. Activities such as *News of Land Reform* and the monthly audio bulletin could be continued with the aim of phasing them into a commercial news services. This would include continuation of the weekly journalist briefing and audio bulletin and phasing these activities into commercial endeavors.

Another area where USAID could significantly contribute to public education activities surrounding land reform would be rural land reform. Significant rural resistance to land reform still exists. A mass public education campaign to combat this resistance and promote the privatization of rural lands is an area where USAID funding could be very effective. To reach such a large population, we recommend using the mass media, including newspapers and television. In particular, however, we have found that radio programs are very effective in communicating with the rural population. A series of radio programs coupled with "how to" documents would be an effective means of promoting the privatization of rural land.