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FAMILY PLANNING COMMUNICATION
TECHNICAL ASSISTANCE MISSION
TO PERU

Prepared by: Patrick L. Coleman,
Johns Hopkins University,
and
Peter Boynton, Academy
for Educational Development

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Population Communication Services
Population Information Program
The Johns Hopkins University
624 North Broadway
Baltimore, MD 21205
USA

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Executive Summary

In 1980 the Peruvian people elected a civilian government after 12 years of military governments. The previous military regimes gave low priority to family planning and at times openly opposed it. Thus, when the civilian government took over it had to rebuild the public-sector infrastructure to support family planning. USAID has signed two agreements with the Government of Peru to assist it in this task. The first agreement, signed in 1979, focused on Primary Health Care (PHC) activities with very little family planning. In 1981 a new agreement with the Ministry of Health was signed to expand PHC activities and greatly increase support for family planning programs. One of the components of the 1981 project agreement was the provision of \$700,000 for family planning information, education and communication (IEC) activities.

In the two years since the agreement was signed, very little has been done in family planning IEC. USAID/Lima requested technical assistance from the Johns Hopkins University Population Communication Services project to analyze the situation and to make recommendations on how the various institutions involved in the national population and family planning program might develop IEC activities. The team was also asked to look at the National Population Council (CNP), the Ministry of Health (MOH) and the Peruvian Institute of Responsible Parenthood (INPPARES) and to recommend which of these three organizations is the best qualified to administer the USAID-supported IEC activities for Peru.

People from all the different institutions with whom the team talked expressed unanimous agreement that there is a great need for expanded IEC

activities in population and family planning.

The team was given several reasons why family planning is not being more actively promoted:

- 1) Fear of political repercussions due to opposition from elements of the Catholic Church and the extreme right and left of the political spectrum;
- 2) Lack of financial resources;
- 3) Need for more research information and analysis on communication and family planning; and
- 4) Lack of agreement as to who should be in charge of IEC activities.

While there is some validity to each one of these concerns, it is the team's opinion, based on a quick (seven-day) analysis of the situation, that IEC activities can and should be carried out while remedies to these obstacles are sought.

The CNP, which consists of representatives of seven government ministries, four national public institutions, and three national private organizations, including the Catholic Church, was established by Presidential decree and is regarded as the principal advisory body to the government on population matters and as the Peruvian government's official representative to national and international agencies. Because of its prestigious membership, its strong support from key political leaders, and its visibility, the Consejo plays a leading role in national population and family planning activities. The CNP is responsible for overall coordination of all population activities, policy formulation and dissemination of information regarding the national population policy.

Although it has been functioning for less than one year, the CNP is generally regarded as an agency with enormous potential to greatly expand family planning activities. Its political pre-eminence and non-partisan character offer some assurance that it will be a steady and stable influence on the Peruvian scene for some years to come. It appears to have the strongest commitment to population and family planning programs and has recruited a high caliber professional staff that can form the base for rapid expansion. Recently, it requested \$13.1 million from the U.N. Fund For Population Activities (UNFPA) and other international donors for a five-year program, including \$4.1 million for IEC activities.

To date, the CNP's IEC activities have consisted mainly of placing two articles in the newspaper. However, it has recruited two communication professionals and employs a journalist part-time to write articles when needed. CNP's quasi-governmental status should allow it to use the national communication system to disseminate information effectively and at a low cost. The CNP Executive Director, Dr. Jose Donayre, expressed an interest in developing a coordinated national population/family planning communication program. He has requested technical assistance in developing a communication strategy and conducting communication research.

The Ministry of Health has recently shifted administrative responsibility for the two USAID agreements from the "Individual Attention" Directorate General, which does policy and health education work, to the Health Services Directorate General, which works in service delivery support. The MOH has not clearly defined the role of each Directorate General in supporting the USAID projects, and this has led to very little family planning IEC activity.

Until this recent shift, family planning IEC activities were the responsibility of the Health Education Division of the MOH "Individual Attention" Directorate General. Although the USAID funds for IEC activities have not been spent, the Health Education Division did produce various audio-visual materials on topics related to maternal and child health care under a UNFPA grant.

The team was impressed with the design and content of the materials, but there was some confusion as to the intended target audience. The health education staff explained that they did very little pre-testing of their materials and there was very little feedback from the field as to their effectiveness. The Director General of the "Individual Attention" Directorate General, Dr. Luis Sobrevilla, was very interested in receiving technical assistance to upgrade the quality of The Health Education Division's production and to help its staff focus in on target audiences.

The MOH Maternal Child Health and Family Planning (MCH/FP) Division is the part of the Health Services Directorate General that currently administers the USAID agreements. This Division has very little experience in the IEC development and implementation, and there appear to be some difficulties in using the Health Education Division to support its IEC activities. Until this problem is solved, the MCH/FP Division will use existing IEC materials and rely on regional offices for the creation of new promotional materials. Many staff members of the regional MOH offices are reported to be unaware of the national population policy, and few promotional materials have been produced to date. In addition, it appears that the community promoters and midwives at the regional level have not received any training in family planning. The MCH/FP Division staff does

not have any experience in IEC. The MCH/FP Division Chief, Dr. Humberto Gamarra, realizes the limitations of his personnel and requested technical assistance in developmental research of a communication strategy for a family planning information program. The team questions the ability of the MCH/FP Division to develop and implement a comprehensive IEC program.

The MCH/FP Division is developing a plan to incorporate family planning into the regional training projects for community promoters and midwives. Dr. Gamarra has some reservations about introducing family planning as an initial course component and would like to explore the possibility of doing this during the refresher training held after one year of work.

The Peruvian Social Security Institute (IPSS) has a small family planning unit consisting of six people who are highly motivated and committed to the family planning program. The unit has no funds for IEC promotional activities, although USAID has signed an agreement with IPSS to provide funds for training and service delivery. Until recently, the IPSS has been ignored by the CNP and the MOH in the development of the national family planning program. A meeting attended by the team at the MOH was the first attempt to include the IPSS family planning unit in developing IEC programs. It is hoped that further attempts to incorporate the IPSS will be made.

The Peruvian Institute of Responsible Parenthood (INPPARES) is the largest and most active of the private-sector family planning organizations. The Executive Director, Dr. Miguel Ramas, and IEC Chief, Lic Teresa Giunta, are both very energetic in IEC. However, they commit themselves to ad hoc actions without a plan. An example of their enthusiasm is

the PIPOM project, which focuses on opinion leaders and is identical to similar activities planned by the CNP. The team cautioned INPPARES about the need for coordination with the CNP.

The team received reports that an attempt to establish a federation (Secretaria Coordinadora de Instituciones Privadas en Planificacion Familiar) of the private-sector family planning organizations had failed. Contacts with U.S.-based organizations revealed that the federation is very much alive, although not very active. The director of the federation attempted to contact the team during their stay in Peru to solicit their support for the federation's IEC activities.

The team visited four organizations that could be potential IEC resources for the population and family planning program. The quality of work and the attitude of cooperation from each of the organizations were very impressive. The team is convinced that there are both public and private-sector IEC resources in Peru that can and will collaborate with the program.

The chief recommendations from this technical assistance mission are:

- 1) The CNP be made overall coordinator for both population and family planning IEC activities. The CNP should work with the MOH and IPSS in the family planning field.
- 2) The CNP should be assured of funding for at least two years. It is important that it be seen as a stable organization to ensure continuity of the program.
- 3) The CNP should develop communication strategies in population and family planning. Technical assistance by experienced communications experts should be provided to the CNP in order

to plan, create and implement effective strategies and information programs. Program planning and implementation should be in conjunction with the CNP IEC Director and Peruvian communication experts.

- 4) The MOH should define the roles of the different directorates and regions within the context of the family planning program.
- 5) The IPSS bilateral agreement with USAID should be amended to include funds for IEC activities.
- 6) INPPARES should coordinate its PIPOM project with the CNP.
- 7) There is a need for more coordination in IEC activities between the public and private sectors. The CNP and the private-sector federation should hold regular meetings to exchange ideas and explain the actions each agency is planning to take.
- 8) Technical assistance should be provided to the MOH, IPSS and INPPARES to assist them in the development of IEC support materials and provide their IEC capabilities.

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ABBREVIATIONS

CNP -	Consejo Nacional de Poblacion (National Population Council)
PHC -	Primary Health Care
USAID -	U.S. Agency for International Development
IEC -	Information, education and communication
MOH -	Ministry of Health
INPPARES -	Instituto Peruano de Paternidad Responsable (Peruvian Institute of Responsible Parenthood)RTP
RTP -	Radio y Television Peruano (Peruvian Radio and Television)
MCH/FP -	Maternal Child Health and Family Planning (Division of the MOH)
IPSS -	Instituto Peruano de Seguridad Social (Peruvian Social Security Institute)
CPS -	Contraceptive Prevalence Survey
CETUC -	Centro de Teleduccion de la Pontifica Universidad Catolica del Peru
INCS -	Instituto Nacional de Comunicacion Social
INIPA -	Instituto Naccional de Investigacion y Promocion Agropecuaria
INTE -	Instituto Nacional de Teleduccion
UNFPA-	United Nations Fund for Population Activities
USIS -	U.S. Information Service

Introduction

This report presents the findings and recommendations of a seven-day technical assistance mission to Peru conducted from April 18-26, 1983. The scope of work included: 1) Developing an information, education and communication strategy (IEC) with the National Population Council (CNP); 2) Examining the family planning IEC activities of the Ministry of Health; 3) Exploring the IEC capabilities of the Peruvian Institute of Responsible Parenthood (INPPARES); and 4) Investigating local IEC resources.

Each of the cooperating organizations was visited and discussions were held with the respective directors and IEC personnel. The Peruvian Social Security Institute (IPSS) was added to the places visited due to its renewed commitment to family planning IEC and services; USAID/Peru has recently signed a bilateral agreement with IPSS.

This report is organized by institutions and is followed by a list of specific recommendations. A list of persons contacted, elements of a communication strategy in population and family planning, a skills profile and a list of available resources (given to the CNP) are included in the appendices.

National Population Council

The National Population Council (Consejo Nacional de Poblacion--CNP) was created by executive decree on November 20, 1980 and started functioning July 17, 1982. The CNP assumed the responsibilities and functions of the Research Center for Population and Development which had been created in December 1964. Its responsibilities include the coordination and promotion of studies and investigations in population and development and the coordination of population and development policies and programs.

The CNP works in three principal areas: 1) technical assistance; 2) information and communication; and 3) evaluation of population programs and policies. The scope of work of this technical assistance mission focused only on the information and communication functions of the CNP. The CNP reports directly to the President of the Council of Ministers and consists of the following ministries and private and public entities: Ministries of Health, Education, Economy, Finances and Commerce, Agriculture and Food, Labor, Housing and Construction, and Interior, Joint Chiefs of Staff of the Armed Forces, Peruvian Social Security Institute, National Planning Institute, Medical College of Peru, National University, and the Catholic Church of Peru.

The CNP has no funds of its own. It depends upon the largesse of the Ministry of Health through grants/loans provided by USAID. This year's budget is US \$220,000, of which more than half goes to pay for staff salaries. CNP has recently requested \$13.1 million from the U.N. Fund for Population Activities and other donors for a five-year program, including \$4.1 million for IEC activities.

The CNP Staff includes an executive director, an information and

communication chief, a communication section chief, two librarians, an evaluation chief, two evaluation assistants and support personnel (secretaries, drivers and attendants). The executive director of the CNP, Dr. Jose Donayre, is a Peruvian on loan from the United Nations Fund for Population Activities. He has been with the CNP for over 15 months, and his current contract expires at the end of June 1983. His contract may be extended to the end of 1983, but he does not wish to stay any longer. The chief of the information and communication division, Lic. Giovanni Bonfiglio, a sociologist with experience as a documentation specialist, has been with the CNP for three months; he has no communication training or experience. The chief of the communication section, Dr. Maria Salinas, who was hired during the time period covered by this technical assistance mission, has a doctorate in communication from the University of Montreal, Canada, and has worked several years at the Teleducation Center of the Catholic University in Lima. (Dr. Salinas' employment status at the CNP was not entirely clear.)

The CNP proposal for the current year's funding includes the following information and communication activities: 1) analysis of the Peruvian Contraceptive Prevalence Survey data to determine knowledge and attitudes of different social groups in regard to population and family planning; 2) new research to supplement existing data on the need for family planning; 3) development of a coherent population communication strategy which meets the needs of the CNP and those sectors which implement the population policy; 4) production of informational materials on the national population policy pertaining to its justification, objectives and actions; and 5) use of various mass media channels to guarantee the widest

possible dissemination of information concerning the national population policy and family planning.

At the present time the primary IEC task of the CNP is to disseminate information about the population policy created in 1976 under the second military regime and to explain its relevance to various aspects of social-economic development. The CNP has published three newspaper articles on this topic which were written by members of the CNP and subsequently revised by professional journalists to make them more understandable to the layman.

Dr. Donayre is very aware of the need to diffuse material relating to the population policy and believes that the primary target audience for this type of information is the rural people. He would like to use the media to inform the rural people that health and family planning services are available to them because the government has a population policy. The team suggested that elites, particularly political leaders, should be the primary audience for this information, since there appears to be a lack of information about the population policy and the role of the CNP on a much higher political and administrative level. This lack of information directly affects the type of information and services that rural people receive.

Dr. Donayre said that he and his staff are presently analyzing the Contraceptive Prevalence Survey data. They intend to supplement this information with an additional study to fill in the data gaps pertaining to ICS. The CNP has established a six-month timetable to complete these two tasks and has requested international technical assistance to analyze the existing data and to set up and conduct the short-term study.

The CNP is in the process of expanding its activities and is taking the necessary steps to begin the actual IEC activities. However, it has a very limited budget (\$40,000) for the development of messages and production of materials. Dr. Donayre has petitioned USAID for additional funds for these purposes, but at the time of this mission he had not received a reply.

The CNP is continuing its preparations in order to assume a more active leadership role in Peru's population program. The President of the CNP, Dr. Carlos Munoz, is a close friend and advisor to President Belaunde, and he has been able to gather the needed political strength for the CNP to become a legitimate force. The only major foreseeable problem for the CNP is the expected departure of Dr. Donayre, who will be leaving by the end of 1983 to resume his position at the United Nations Fund for Population Activities. At present, there is no replacement in sight. When CNP and USAID representatives were questioned about this problem, they said that they are confident that someone of equal stature and competence will replace the present executive director. However, it is apparent that some thought needs to be given to this potential problem. It would behoove the program to have an overlapping period between the outgoing and incoming executive directors for the sake of continuity.

The CNP is contemplating the expansion of its scope of work to include active family planning promotion in conjunction with the Ministry of Health. It is proceeding very cautiously in this area, but the staff believes that data from the Contraceptive Prevalence Survey and other surveys will demonstrate the need for additional family planning IEC.

Ministry of Health

The Ministry of Health (MOH) is the main official Peruvian agency responsible for providing family planning services. To support this program, USAID/Peru has programmed substantial funds through two project agreements signed in 1979 and 1981, designated as the 219 and 230 projects, respectively. Both projects are being managed as one program and are greatly behind schedule.

USAID support is being channelled to 12 Peruvian regions. Parallel activities funded by the UNFPA are underway in four other departments. The USAID family planning program is integrated with maternal and child health activities, as must be all family planning programs in Peru, and is currently managed by the Directorate General for Health Services. The person operationally in charge is the Chief of the MCH/FP Division, Dr. Humberto Gamarra. Dr. Gamarra reports to the Director General, Dr. Juan Manuel Sotelo, an M.D. with a Master's degree in Public Health. Management responsibility for the USAID program was recently shifted to the Health Services Directorate General from the other major division of the MOH, the Directorate General for "Individual Attention" (Atencion a las Personas), which is headed by Dr. Luis Sobrevilla and does policy and health education work.

Given Peru's current economic crisis, which has resulted in severe budget cuts in all public agencies, the USAID program provides the only funding available to implement MCH/FP activities.

The USAID program includes \$700,000 for family planning IEC activities to be conducted by the MOH. These funds remain virtually unspent, pending sound proposals for their use. Other funds from the MOH program have been

reprogrammed to support the activities of the CNP.

The actual implementation of most MOH programs is the responsibility of its regional offices which operate with considerable autonomy, although they must submit operational plans to the MCH/FP division in Lima in order to obtain USAID support. During the team's visit, operational plans from all the regions for 1982 and 1983 were delivered by the MOH to USAID.

The Health Education Division under Dr. Sobrevilla is in charge of the development, production and evaluation of educational programs and materials, including MCH and FP. It also has been responsible for the development and printing of a manual for community health promoters and midwives. This division expects to be given responsibility for implementing family planning IEC activities within the Ministry and has submitted a proposal for use of \$230,000 of the available funds from AID. Only a small portion of this proposal has been approved so far, for printing of a flipchart on the rhythm method developed by a Catholic lay organization (Laico Familiar).

Most, if not all, of the educational materials developed by the Health Education Division to date have been financed by the UNFPA. The team was shown a wide variety of materials on various topics related to maternal and child health care produced over the past two or three years. Some of these materials focused on central themes presented in different media. They were developed through a series of workshops in which participants, including medical personnel, health workers and health educators, were provided with specific objectives, audiences, message content and type of end product, etc., and were asked to design appropriate materials. The resulting materials made use of dramatizations presented in leaflet, radio,

TV and slide/tape formats, all covering the same themes. Following is a listing of some of the titles and topics:

- o "Los Recuerdos de Maria," a picture story concerned with human sexuality;
- o "Salud del Nino-Las Vacunas," a didactic leaflet on childhood vaccinations;
- o "Control Pre-Natal," a didactic leaflet on pre-natal maternal health;
- o "Mi Derecho a Decidir," a picture story on women's rights to share in decisions concerning reproduction;
- o "Si Desea Espaciar Sus Embarazos," a leaflet on contraceptive methods;
- o "Vida en Pareja--En Familia--En Comunidad," a didactic leaflet on responsible parenthood;
- o "Dispositivo Intra Uterino o Espiral," a leaflet on IUD's;
- o "La Pildora," a leaflet on the pill; and
- o "Que es El Cancer Uterino," a leaflet on cancer of the uterus.

The design and content of the print materials in general appeared good, and they made a good use of pictures. However, it was impossible to judge the effectiveness of the materials as data were not available. The television mini-dramas lacked dramatic flair, probably because they tried to follow too closely the sequences and dialogue used in the picture stories. The mini-dramas also showed upper-middle-class characters and settings, an error the Division's staff appreciated and attributed to lack of experience in overseeing production farmed out to a commercial firm.

The health worker's manual was in short supply, and no extra copies were available to give to the team. Aside from a drab and bureaucratic cover, it seemed well designed and executed, making use of sequential drawings and simple text explanations. Only one page out of an estimated total of 80 dealt with family planning methods, and this page only depicted various contraceptive methods. A USAID representative later informed the team that the breastfeeding message in the manual contradicted MOH policy, which is to encourage breastfeeding for a much longer period than prescribed in the manual.

While the audience for the manual was well defined, the team detected some ambiguity concerning the intended audience for the coordinated materials. Both the public in general and MOH staff were cited as audiences. Some of the materials had been pretested, using health workers in some cases and urban slum dwellers in others.

The Division's staff seemed well aware of the problems inherent in centrally producing materials for many regions and subcultures. One purpose of the coordinated materials in different media is to serve as prototypes for materials that can be developed at the regional level. However, the strategy of sending prototypes from Lima to the regions requires providing training and technical assistance in the design and development process to those who must use them as models. It was not clear to the team whether the Division had adequate funds for such training and travel. Travel funds apparently are available for "supervision."

When asked what he perceived the Division's greatest needs to be, Dr. Sobrevilla cited the need to diffuse materials more widely and to improve the integration of family planning and MCH.

The team also had the opportunity to discuss IEC activities from a different perspective with Dr. Humberto Gamarra. As the link between the needs of the different regions and the resources represented by AID's projects, Dr. Gamarra's office receives and reviews the plans and proposals submitted by the regions as well as by other units of the MOH, such as the Health Education Division. Dr. Gamarra's staff does not have any experience in IEC. When questioned about this potential problem, Dr. Gamarra said he will rely heavily on already produced materials and upon the capabilities of the regional IEC people for new material production. There appear to be administrative or jurisdictional problems within the MOH which hinder the Health Education Division of the "Individual Attention" Directorate General from working closely with the MCH/FP Division of the "Health Services Directorate General."

Two major issues surfaced in the meeting with Dr. Gamarra. He said he had only recently become aware of one of them--that is, the lack of understanding among MOH staff both in Lima and many regional offices, of the national population policy and the role of the MOH in implementing it. Although the MOH through the Minister's participation in the CNP has officially taken on the incorporation of family planning information into the training of community promoters and midwives at the regional level, he felt that few were aware of this and some opposition might be met as a result.

The other issue is related: the apparent lack--based on a cursory review of the curriculum with Dr. Gamarra--of any population and family planning information in the current curriculum for the initial 144-hour course to train community promoters and midwives. Dr. Gamarra expressed strong commitment to its inclusion, raising only the issue of whether to

further expand the already full initial course or to include the content in a planned refresher course to be offered after one year of field work by the participants.

Dr. Gamarra reinforced what the team had heard from other sources, i.e., that a program of integrated MCH/FP activities in the Ica region in the south had generated some positive experience that might be transferred to other regions of Peru. Indeed, Dr. Gamarra said that he intended that this happen. USAID/Lima is in the process of evaluating the Ica project and the team felt it was important to study its IEC components both in terms of their effectiveness and the processes used in developing materials.

Peruvian Social Security Institute

The Peruvian Social Security Institute (IPSS), which has been active in the family planning field since 1979, delivers services through hospitals. In the past hospitals were classified as either "blue collar" or "middle class." While this division is no longer an official part of the IPSS system, it still functions in the minds of the public and some regional administrators, thereby limiting the type of people who can receive services, including family planning, at the respective hospitals. It is estimated that approximately one million women are eligible for family planning services through the IPSS.

The first family planning services offered by the IPSS were in a hospital in Lima under the direction of the man who is to become the new chief of the IPSS family planning office. After the demand for services was demonstrated, the IPSS formed a family planning office in 1980. At the

present time the Family Planning Office consists of six people: one physician, one social worker, two registered nurses, one obstetrician and one secretary. The present head of the Family Planning Office formed this group of workers by recruiting people from within the IPSS system. Several members of the staff have received training in family planning outside the country. All staff members are highly motivated to work in the family planning program; they receive no extra pay, yet they spend on the average 50 percent more time on their job than do employees in other areas. The family planning office staff are often called upon to travel to different regions of the country for several weeks at a time and they often work weekends, all without financial compensation.

The Family Planning Office of the IPSS has three main functions in the family planning program: 1) training; 2) IEC materials development; and 3) person-to-person outreach programs. Physicians, nurses, auxiliary nurses and social workers are trained in the various hospitals of the IPSS. Through August 1982, 585 people had been trained. Training usually consists of a three-day course covering the following themes: maternal-child health care, responsible parenthood, family planning, human reproduction, contraceptive methods, sexually transmitted diseases, human sexuality and techniques in communicating with patients. Some of the staff members are sent to the Instituto Marcelino, a private nonprofit organization located in Lima, for an additional 15 days of practical experience. The IPSS has a working arrangement with the Institute whereby physicians and registered nurses are given the opportunity to expand their skills through the insertion of IUD's. The Family Planning Office has produced two posters and one leaflet on family planning. The chief of the office, Dr. Hugo

Exebio, stated that neither he nor his staff has the technical expertise to design and create audio-visual materials. While they know it is necessary to have promotional and educational IEC materials, they lack the funds to produce them or to seek outside technical assistance to help them. The Family Planning Office has also developed a print bulletin for the social workers and auxiliary nurses to use, but have had funds to print two issues. This bulletin contains some basic information about family planning and contraceptive methods and serves as a content base. The Office staff knows they need to reinforce the training sessions through periodic print bulletins but they lack the resources to do this. The office is seeking to raise funds in each region to support family planning IEC activities through raffles and donations.

The person-to-person outreach programs of the Family Planning Office include one-day charlas in factories, schools and office buildings, both in Lima and in the various regions where the IPSS has hospitals. Some of the charlas are carried out by IPSS personnel, and some are done in conjunction with the local hospital staff. The usual themes discussed are: responsible parenthood, family planning, contraceptive methods, and maternal-child health care. In 1981 the IPSS signed a project agreement with USAID under which \$900,000 is provided to support the IPSS family planning program. The major activities under this agreement are training and contraceptive delivery; there are no funds for IEC activities. Dr. Exebio has requested through his superiors that USAID program some of these funds into communication support materials. The USAID Population Officer, Mr. Art Dannart, agreed that this is a necessary aspect of the program and should be implemented.

Dr. Exebio would like to become more involved with the national family planning program. He realizes his organization has a relatively small audience in comparison with the Ministry of Health, yet he thinks there should be more cooperation between the two institutions. He foresees the possibility of the IPSS sharing IEC materials produced by the MOH and would welcome the opportunity to work with the MOH in materials development. It is possible this may already be occurring; the team attended a meeting at which the new chief of the Family Planning Office, Dr. Horacio Tregear, and Dr. Gamarra of the MOH discussed the need to coordinate actions and share responsibilities.

The IPSS would like to receive further assistance from JHU. Both the outgoing and incoming chiefs agreed there is much that could be done to improve the IEC efforts of the IPSS. They identified the following specific needs: 1) films; 2) film projectors; 3) a mimeograph machine; 4) prototypes of print materials; 5) training in IEC for their staff; and 6) funding for small projects.

Peruvian Institute of Responsible Parenthood

The Peruvian Institute of Responsible Parenthood (INPPARES) is the largest of the many private-sector family planning organizations in Peru and is the IPPF affiliate. The Director, Dr. Miguel Ramos, has long been one of the leaders of the family planning movement in Peru. Following a period of persecution by the previous military government, which culminated in its having been shut down in 1974, INPPARES reopened in 1978 and now seems to be fully operational. (The name was changed from the Peruvian Association for Family Protection to INPPARES during the time it was shut

Association for Family Protection to INPPARES during the time it was shut down.) It runs seven clinics and a small-scale community-based contraceptive distribution program, all of which, following official government policy, are integrated with MCH services. It also provides technical assistance and contraceptives to several programs run by other organizations. INPPARES has never received bilateral USAID support and is not included in the AID programs with the MOH. A programmatic and financial evaluation of INPPARES is planned by USAID in the near future, on the basis of which USAID may consider bilateral support.

The IEC activities of INPPARES address widely varied audiences. Through the PIPOM program, which convenes meetings of opinion leaders to discuss population issues, it is reaching an informed, elite audience. In its clinics INPPARES offers lectures and discussion groups for parents on family planning and related topics. These often work through mothers' clubs and even fathers' clubs in some cases. It also responds to requests from schools and other organizations to provide special programs. In an ad hoc way, INPPARES staff have also made use of television and radio by participating in interview shows and telephone question-and-answer programs and by providing formal lectures. INPPARES has no media production facilities of its own, but would be interested in obtaining an offset press and other audio-visual support equipment. The Director also expressed interest in technical assistance to help develop additional audio-visual materials.

The team spent more time than had originally been planned with INPPARES staff. Following a long meeting with the Director, the team met with Lic. Teresa Giunta, Director of Education and Information, and Dr.

Eliseo Barron, Director of Medical Services. Lic. Giunta reviewed her organization's IEC activities in some detail, including those undertaken outside Lima in Cuzco, Ica and Arequipa with local clinics. She cited a large demand for more materials at the region level.

Some of the organizations through which INPPARES works include the following:

- o Parent/Teacher Associations;
- o Mothers' Clubs -- they claim to reach 4,000 mothers through these;
- o Labor Centers -- these are social service centers established by larger companies;
- o Public Enterprises -- the Peruvian Mining Corporation, for example, has supported the production of closed circuit television programs on family planning to be shown in mining camps;
- o Private clinics run by physicians affiliated with INPPARES.
- o Private hospitals;
- o Military schools -- a series of lectures has been provided to students;
- o Universities -- training has been provided for interns at the Universidad de San Marcos and other institutions;
- o Rural Medical Service -- doctors serving their obligatory one year in rural areas frequently request information and materials;
- o YMCA;
- o Girl Scouts; and
- o Catholic Church -- INPPARES participates in pre-nuptial

orientations required by the Church.

One of INPPARES' biggest concerns is the failure of the government to disseminate the national population policy. It has tried to fill the gap through the PIPOM program and printing and distribution of the policy itself.

The team concluded that INPPARES is the major private-sector organization working in population and family planning IEC. There is some potential for duplication of effort with the CNP in the area of policy dissemination and programs to reach opinion leaders. The team detected some mutual mistrust between INPPARES and public-sector officials. This may be due in part to INPPARES' desire to be more active in this field and some defensiveness of the public-sector representatives due to the slow progress to date. However, the team did not find any evidence that INPPARES sees itself as the sole agency capable of resolving Peru's population problems. Quite the contrary, the staff indicated a willingness to work in a multi-agency environment and in particular expressed a strong desire to see the government more aggressively develop and promote its own family planning services.

INPPARES does not have any people on its staff who have experience in working with the media or producing materials for mass distribution. The IEC staff basically consists of one person and her background is in person-to-person communication. For these reasons, the team is cautious about recommending an expanded role in IEC for INPPARES. The team recommends that INPPARES IEC efforts be coordinated through the private-sector federation (described elsewhere in this report).

Private-sector Family Planning Organizations

There are more than a dozen private-sector family planning organizations offering services and training. It was not within the scope of work of this technical assistance mission to investigate the IEC activities of any of these organizations (except INPPARES), but it is necessary to comment briefly on them.

It was understood that the members of the private-sector family planning organizations had established a federation (Secretaria Coordinadora de Instituciones Privadas en Planificacion Familiar) to coordinate their activities. Queries in Peru regarding the federation resulted in a tentative finding that the federation had existed for about a year but then due to lack of funds (Development Associates had sponsored the federation for one year), it ceased to exist. However, it appears that the head of the federation, Dr. Alfredo Guzman, attempted to make contact with the team during their mission in Peru but failed to do so. The federation apparently still does exist, and Development Associates plans to renew its funding.

The federation is attempting to coordinate all private-sector activities but is especially interested in maximizing its IEC resources. Its leaders believe that some of the member organizations are quite competent in IEC materials production and that the other members could and should benefit from their expertise. The federation would like to expand its IEC activities by using the mass media to a greater extent. Federation leaders are attempting to plan an advertising campaign for generic family planning, with each member of the federation sharing in the costs.

The federation is very interested in receiving assistance from JHU. Specifically, Mr. Guzman, has requested funding for IEC activities and technical assistance in developing a communication strategy.

IEC Resources

To develop and produce effective population and family planning IEC messages requires the availability of content expertise, message designers, media producers and researchers able to measure the impact of media campaigns. Peru seems to have an adequate supply of all these resources. The problem will be in mobilizing them and managing their respective participation.

The team's efforts concentrated on visiting and trying to assess the capabilities of four groups that could contribute to message design and media production: the Centro de Teleducacion de la Pontifica Universidad Catolica del Peru (CETUC), the Instituto Nacional de Comunicacion Social (INCS), the Instituto Nacional de Investigacion y Promocion Agropecuaria (INIPA) and the Instituto Nacional de Teleducacion (INTE). Through conversations with the staff of the United States Information Service (USIS) and others, it was also possible to appreciate that Peru has a sophisticated press and a well-developed commercial advertising industry. The team also heard from various sources of the existence of content expertise in the field of population problems and the medical aspects of family planning, but there was no time to assess these. Finally, it was possible to verify that while communication research per se is not well developed in Peru, the existence of university social science research programs suggests the availability of potential research staff to design and conduct evaluation studies.

The team's presence in Peru provided an opportunity for the staff of the CNP's Information and Communication Division to visit two agencies for which they lacked current information -- INTE and INCS. As Maria Salinas

works with CETUC and had previously discussed its resources with Giovanni Bonfiglio, the visit to CETUC was mainly for the team's benefit. One member of the team made the visit to INIPA alone.

CETUC

CETUC operates with great autonomy within the structure of the Catholic University, but is able to draw on university resources, in demography for example, as required. It is essentially a media development, production and training resource for the university, but in order to sustain itself and generate additional income it has taken on projects for other organizations, including commercial advertising firms. Currently approximately 30 percent of its work is commercial. Many of its training programs are sponsored by outside agencies.

CETUC has television, radio, 16 mm film and graphic arts production facilities. Much of its equipment was donated by the German Konrad Adenauer Foundation. Its television studio is equipped with both 3/4" U-matic professional standard color recording equipment and the latest 1" helical scan. Regretably, the 1" equipment is U.S. NTSC type B rather than type C which has become the national standard. This means that all recordings on the 1" equipment must be transferred to 3/4" prior to distribution. A variety of cameras were available, along with switchers, monitors and at least one special effects generator.

The radio studio is somewhat dated, and the equipment was described as adequate but occasionally unreliable. There was some excellent film production equipment. Graphics are done under an arrangement with the university's art department.

CETUC has adopted a team approach to educational/production planning and execution, involving a producer, script-writer and content specialist. Maria Salinas currently is working at CETUC both in a role comparable to that of an executive producer for instructional programs and also carries out theoretical research for a children's television series. (She works at both CETUC and the CNP.)

With UNESCO sponsorship, CETUC produced in 1980 a series of three-minute pilot TV spots related to population pressures, entitled La Gran Ciudad. Each spot highlights negative aspects of urbanization such as environmental problems, violence, malnutrition, population growth and illiteracy. These were initially intended for broadcast to raise the level of awareness of the general population. However, they were judged to be too politically explosive to air. The team found the spots to be very well executed; their main problem was the lack of any message that the audience could act upon. They contain footage which could be utilized in developing a series more explicitly focused on the population issue.

The team also listened to a 10-minute radio program, intended to parallel the TV spots. It was also competently produced, but while the team felt it showed an effort to use audio creatively, it did not really succeed. The format, an interview with a teacher at a school concerning an environmental sanitation campaign conducted by school children, all within the context of a news program, seemed forced and overly complicated.

INIPA

INIPA is part of the Ministry of Agriculture but functions in a semi-autonomous fashion. It was founded over 20 years ago for agricultural

extension activities and today has 18 regional offices and a central office on the outskirts of Lima. The organization receives no funds from the government to do its field work but the government does pay the employees' salaries.

The Department of Technical Communications of INIPA could be a valuable IEC resource for the CNP and the national family planning program. It has production facilities for print, radio, graphics and photo materials and a staff of artists, editors, radio script writers, radio announcers, radio producers, photographers and printing press operators. INIPA has been creating and producing audio-visual educational materials for over 20 years and its primary target audience has been rural people. This makes INIPA very special because it is rare to find an organization in Peru that has experience in IEC for rural audiences. The director of INIPA, Ing. Raul Graham, said he would welcome the opportunity to work with the CNP and the family planning program if they could agree upon a mutually beneficial work plan. Ing. Graham assured the team that his agency would be willing to provide services at cost because budget cutbacks have left them with little work to do and they wish to contribute to any program in the country in the area of social development.

It should be noted that, although INIPA has been very active in rural-oriented IEC, its work has never been evaluated. The CNP may wish to use INIPA for materials production but should examine its effectiveness in the rural areas of Peru.

INICS

The National Institute of Social Communication (INCS) is part of the

National Social Communication System, which like the National Planning System, has cabinet-level leadership but no Ministry. The Institute is, in effect, Peru's Information Ministry. It is concerned primarily with communication policy, regulations and procedures. Also forming part of the system are three state companies. Radio and Television Peruana (RTP) runs the two state radio networks and the state television network, TV-7. It also has a small film unit. Editora Peru publishes two official newspapers, La Victoria and La Cronica. Andina is the official advertising and public relations firm. Andina produces a monthly newsreel shown in most, if not all, theaters and contracts with public relations departments of government agencies to conduct advertising campaigns and produce public relations materials spots. Technically, the public relations offices of all government agencies are considered to be part of the social communication system and subject to the guidance of the INCS.

In addition to its policy and regulatory functions, the INCS has recently taken on the role of helping to develop public and private media in Peru through such measures as tax exemptions and reduction of duties in certain cases. For the public sector, INCS is engaged in two major projects to expand the coverage and production capacity of RTP. The first, for Radio Nacional and funded by the government of the German Federal Republic, is for re-equipping the Lima station and new studios at eight regional stations. The second is financed by the French government and will provide television coverage, through new transmitters, retransmitters and TV receivers-only satellite antennas, to all departmental and provincial capitals. Japanese financing is also being sought for equipping one new TV studio in Lima and 12 regional studios.

Hernan Valdizan, the Director General for Social Communication within the Institute, noted that his division oversees RTP and licenses and regulates private radio and television stations. It also administers a requirement that private stations devote one hour per day to cultural and educational programs approved by or produced by the state. He explained that this requirement was only loosely enforced, but that it did give the INCS some leverage in getting stations to air programs of interest to the government.

Valdizan also commented on the potential use of the production resources of RTP for IEC activities. With the exception of TV-7, he felt there was capacity available. He particularly noted that the film unit would be interested in co-productions with the CNP. He also suggested that the planning office of the INCS might be able to provide technical assistance in a planning population/family planning communication campaign.

The team concluded that the INCS may represent an important link for the CNP to the various governmental communication agencies and a possible source of technical assistance in communication planning.

INTE

This group falls under the aegis of the Ministry of Education and is primarily concerned with the use of television and radio to provide instruction at a distance. Subsequent to its heyday in the early 1970's, INTE has lost a number of staff and other resources. However, it is currently gearing up for a national school equivalency program which the Associated Director, Juan Rodriguez, feels will absorb 90 percent of its effort over the next year or so.

INTE has produced some interesting nonformal education video programs

intended to be used in drug abuse education programs for teenagers and parents. UNESCO may fund more of these. The series is uneven in quality, based on three programs one team member viewed while accompanied by Maria Salinas, and suffers from technical problems which reflect either lack of experience, equipment malfunction, or possibly inadequate funding. It does indicate an ability and willingness to undertake thematic programs outside the formal programs of the Ministry of Education. Because of its strategic location in a key Ministry, INTE should be involved at least in a consultative role in the CNP's strategy development efforts.

In addition to the four agencies discussed above, the team also heard secondhand about the Instituto Nacional de Bienestar Familiar, a social welfare agency traditionally headed by the wife of the President of the Republic. INBF is currently conducting a radio-based nonformal education program called "Aula Abierta" which deals with a variety of themes related to families. Workbooks are distributed to accompany the radio programs. Students meet in "telecentros" for tutorial sessions and discussions. The former director of the Puno radio schools, a Catholic priest, is in charge of the program. The team felt that because of the program's reported coverage in the slums of Lima and high-level support, the CNP should explore how the program might be integrated into the CNP's strategy.

Finally, the team heard from several sources that many private advertising agencies in Lima are capable of high-quality work and that some are able to do market research. There are three interest group associations which may be pertinent to the CNP's planning: the Asociacion de Realizadores de Comerciales, the Asociacion Peruana de Agencias de Publicidad, and the Asociacion Peruana de Publicistas. In at least one

instance--during the Falklands/Malvinas situation--the advertising agencies conducted a coordinated campaign with a slogan favoring the Argentine side.

Conclusions and Recommendations

It is very encouraging to note the upswing in action and attitude change within the Peruvian public sector with regard to family planning and population. The CNP, MOH and IPSS all have demonstrated an eagerness to provide the Peruvian people with both family planning information and supplies. The commitment of the Peruvian government to the program can only increase public awareness and, hopefully, usage of contraceptives.

The 1981 Contraceptive Prevalence Survey (CPS) clearly demonstrated the need for public-sector involvement if the family planning program is to expand. The CPS data indicate that only 32 percent of the population received their contraceptives from the public sector. Although 57 percent of the women in union aged 15-44 were using contraceptives, the vast majority were using traditional methods such as rhythm, withdrawal, vaginal douches. In fact, more women were using the rhythm method than all the modern contraceptive methods combined. There is the need for: more promotion about the impact of rapid population growth on development for key decisionmakers and service delivery personnel; IEC campaigns promoting modern contraceptives; and IEC promotion to counteract some of the rumors about contraceptives, their effectiveness and safety.

USAID has provided funds for the MOH to provide family planning services and information. The 1981 bilateral agreement specifically provided \$700,000 for IEC activities; to date, very little of these funds has been utilized.

It is the team's conclusion that the CNP plays an important role in the public sector and could be the catalyst for bringing the different parts of the public sector together. Even though the CNP is a rather tenuous organization due to its lack of long-term funding, it does have the political leverage and mandate to coordinate all activities in the population field. The CNP should be encouraged to expand its scope of work to include family planning, always in coordination with the MOD and the IPSS.

The CNP has not been very active in disseminating information about the national population policy because its time has been spent on recruiting staff and setting up an organizational structure. However, there is now a crucial need for the CNP to develop a communication strategy on the population policy for several different target audiences: MOH regional directors and administrators; opinion leaders and decisionmakers; and the general public. To assist the CNP in preparing a strategy the team left them a brief document describing the elements of a communication strategy.

(Appendix B.) Dr. Donayre believes that neither he nor his staff have the expertise to develop (and later execute) a communication strategy and would like to receive technical assistance.

The CNP is presently analyzing data from the CPS and other research studies on population issues so these findings can be used in the expansion of a population policy campaign. It has requested technical assistance in analyzing the existing data and the development of additional research projects to supplement the current data. The team concurs with the need for baseline research but recommends that this be carried out quickly due to the urgent need for action. It is recommended that pilot IEC activities be developed in several regions of the country while the research activities

and analysis are also being conducted. The pilot IEC activities could also serve as feedback mechanisms.

In the area of family planning IEC, it is important for the MOH to clearly define the roles and responsibilities of the Health Education Division, the MCH/FP Division and the regional offices. The CNP might be able to play a key role in assisting the MOH because the CNP is a non-partisan third party whose principal interest is the further implementation of actions in family planning and population.

The MOH has a good model in the Ica project to build upon. It is recommended that when the USAID evaluation of the project is complete (assuming it is favorable), the MOH join with the CNP in developing a communication strategy based upon the Ica experience. The strategy should first establish a pilot project in one or two health regions for the dissemination of family planning information to at least two large target audiences: MOH personnel and the general public.

The MOH Health Education Division should be brought into the development of any new family planning IEC materials contemplated by the MCH/FP Division. The materials developed by the educators show the existence of considerable talent and creativity, despite some problems of audience definition and execution. The educators have a healthy appreciation of the need to tailor materials to particular audiences, but more pretesting on target audiences seems to be required. The educators also need to know more about specification of production requirements for all media.

There appears to be some confusion within the MOH about the role of midwives and community promoters in the family planning program. The various doubts and questions should be cleared up; a possible means towards

this end is to examine experiences in other countries and conduct a small research project. This research could be carried out in each major geographical region (coast, jungle and highlands) to help determine the responsibilities of community promoters and midwives and thus develop the content of training programs for them.

The team questions whether the MOH should continue to produce materials centrally or use their facilities and personnel as a technical support resource. Capable people exist in some of the regions, and they may be able to develop, adapt and produce their own materials. Because of the great diversity in the target audiences from one region of the country to the next, it is recommended that final versions of audio-visual materials be produced in each region. The central office expertise might be more effectively used to create prototypes rather than finished products. Exceptions to this would be the use of more expensive media like television, films and videotapes, which the central office would continue to produce.

The IPSS does not reach as many potential family planning users as the MOH, but it should be included in the development of IEC programs. The IPSS Family Planning Unit is small, but it has demonstrated an enthusiasm for the program that is rare in the public sector.

It is of paramount importance that the USAID bilateral agreement with the IPSS be amended to include funds for IEC activities. The Family Planning Unit is currently limited in its actions because it does not have funds to develop needed IEC materials.

The IPSS would welcome the opportunity to jointly develop and share materials with the MOH and the CNP. Since the MOH Health Education

Division is creative, its staff could also act as teachers for the IPSS personnel to improve their capabilities. By working together the IPSS, MOH and CNP could maximize their limited resources.

Some thought should be given to the need for a workshop in Peru for the CNP, MOH and IPSS. A workshop could be held on two different levels: for those people involved in developing and executing a communication strategy; and for those people who create and produce audio-visual materials. The team recommends that both national and international IEC experts be considered as resource persons for the workshop.

The team was very impressed by the desire of INPPARES to promote family planning actively. However, the team was not impressed by INPPARES' lack of strategy in executing IEC activities. INPPARES should develop an overall communication strategy to give its various activities more coherence, avoid dispersion of effort and to permit evaluation in terms of specified objectives. Many present activities seem to be initiated in response to opportunities that arise; although a strategy may be implicit in selecting those to act upon, it was not evident to the team.

The INPPARES PIPOM project is aimed at the same group of opinion leaders which the CNP intends to reach to mobilize support for family planning programs. It is imperative that INPPARES coordinate its efforts to reach opinion leaders with the CNP so as not to duplicate efforts and create a potential conflict. The team is not convinced that this is the most appropriate type of activity for INPPARES at the present time and suggests that INPPARES and the CNP discuss their mutual projects in order to reach an accord.

INPPARES should be permitted and encouraged to use IEC materials de-

veloped by the public sector. Some INPPARES materials duplicate materials produced by the government. Likewise, the public programs should review and consider disseminating materials produced by INPPARES and other private sector organizations, rather than incurring the costs of their development. (The production of the Laico Familiar flip chart by the MOH is an encouraging sign.)

The federation of private-sector family planning organizations needs the support of the public health sector and USAID. The private sector has many valuable experiences which the public sector could benefit from. By the same token the public sector has the majority of the financial support and should be willing to share IEC materials with the private sector and allow them to participate in their development.

The CNP, MOH and IPSS should take advantage of existing public (and semi-public) IEC resources. This is not intended as a recommendation to rule out the use of commercial advertising and production agencies, but rather a suggestion that low-cost, high-quality resources be used to ensure that the program maximizes its funds.

The team was very impressed with the television facilities of CETUC and recommends that CETUC be used in TV production. The radio production facilities of CETUC, although antiquated, should also be considered as a resource.

INIPA should be considered as a resource, particularly in relation to rural audiences. Its effectiveness in rural areas should be carefully investigated before a decision is made.

The CNP should contact the executive director of the Sistema Nacional de Comunicacion Social to explore operational support relationships in cam-

paign planning, media production, audience research and message transmission. They could also facilitate contacts with the associations in the advertising field, as well as some of the principal agencies.

The "Aula Abierta" program should be considered as a vehicle for population and family planning information for urban/suburban poor audiences.

LIST OF CONTACTS

USAID/Washington

Maura Brackett, LAC/POP/DR

USAID/Lima

Art Danart, Population Officer

Joan La Rosa, Health Officer

Herbert Caudill, TDY from AID/Ecuador

Academy for Educational Development

Frank Dall, Advisor Rural Communication Project ENTEL/AID

United States Information Services

Francisco Pardo de Zela, Voice of America Correspondent

Fernando Cervantes, Press Section

Consejo Nacional De Poblacion

Dr. Carlos Munoz Z., President

Dr. Jose Donayre V., Executive Director

Giovanni Bonfiglio, Director, Office of Public Relations and Productions

Maria Salinas, Chief, Communications Unit

Ministry of Health

Dr. Luis Sobrevilla, Director, General Directorate of Norms and

Technical Support

Gaby Huertas Rodriguez, Chief, Health Education Department

Elba Zegarra de Azcue, Health Educator

Susana Castro de Gespedes, Health Educator

Dr. Humberto Gamarra Dejo, Chief, Division of Mother/Child Attention
and Family Planning

Dr. Jesus Toledo Tito, Administrator Director AID Projects

Sarah Donayre, Nurse Region 8

Peruvian Social Security Institute

Dr. Hugo Exebio Gonzales, Chief, Family Planning Office

Dr. Horacio Tregear Castro, Chief, Family Planning Office

RN Amelia Gerstein, Coordinator, Family Planning Office

RN Maria Luisa Jimenez, Coordinator, Family Planning Office

RN Edith Davila Benavente, Coordinator, Family Planning Office

Centro de Teleduccion de la Pontifica Universidad Catolica del Peru

David Pro, Chief, Television and Film Technical Unit

Rosa Mindreau, Chief, Radio Unit

Instituto Nacional de Investigacion y Promocion Agropecuaria

Ing. Raul Graham, Director, Department of Technical Communications

Instituto Nacional de Teleduccion

Rosa Maria Saro de Cueto, Director General

Dr. Juan Rodriguez, Adjunct Director

International Planned Parenthood Federation

Frank Di Blasi, Country Coordinator

Instituto Peruano de Paternidad Responsable

Dr. Miguel Ramos Z., Executive Director

Dr. Eliseo Barron, Medical Director

Teresa Giunta, Director, Information and Education Department

Raquel Inanaguirre, Obstetrics Nurse

Dr. Irene Garcia Melendez

Instituto Nacional de Comunicacion Social

Hernan Valdizan, Director General of Social Communication

Dr. Ana Maria Tervel, Director General of Promotion

Elements of a Communication Strategy
in Family Planning and Population

A communication campaign is a coordinated effort to transmit a message, or a set of interrelated messages, repeatedly to a designated audience over a sustained period of time to accomplish a particular goal. All social development programs have one principal goal: to improve the quality of life of the target audience. The primary method for attaining this goal is through social marketing (communication campaigns). Social marketing utilizes all the commercial marketing tools with an emphasis on persuasion, not manipulation. A communication campaign seeks to: 1) Inform the target audience; 2) Let them participate in the decisionmaking process; and 3) Teach them needed skills. The end result should be changes on the following levels:

- Cognitive: Knowledge or understanding.
- Action: Carry out specific act.
- Behavior: Pattern of doing things.
- Values: Beliefs and attitudes.

Step 1 - Statement of Purpose

The first step is a synthesis of the who, what, why, where and when relating to the nature of the population and family planning program. One needs to explain the nature of the problem the communication campaign is addressing. In the present case it could be in the form of a couple of paragraphs explaining that government officials and other important opinion leaders are unaware of the existence of a national population policy and how

the policy relates to social-economic development of the country. The nature of the problem should be related to the overall program of the Consejo. Next should come a brief description of the target audience and the quantitative number of people affected by the problem.

The last elements of this step are a listing of the causes of the problem the campaign will need to address and the definition of the general and specific objectives of the campaign. It is desirable to quantify your objectives if at all possible.

Step 2 - Developmental Research

The developmental research supplies all the technical information that the communicators will need to design, execute and evaluate a communication campaign. First one should list all the information the target audience needs to know before the four types of changes listed in the opening paragraph are possible. These points of information should be basic and simple.

The second stage of the research is to analyze and investigate what the audience already knows about the problem. This part should also analyze what the audience attitude towards the population policy is and what they think about it. This information may be acquired through an analysis of the existing data:

- Knowledge, Attitude, Practice surveys.
- Contraceptive Prevalence Surveys.
- Census Bureau information.
- Anthropological studies.
- Media research.

- Communication research.

It may be necessary to conduct additional investigations in order to fill in the information gaps. The idea is to try to quantify critical areas of concern so that communication specialists will have all the necessary ingredients for a successful campaign. A few methods of gathering more data are:

- Focus group interviews.
- In-depth interviews.
- Short survey questionnaires.

The third state of the research should examine past campaigns in population and family planning. Look at their successes and failures to take advantage of what they did right and to learn from their mistakes so you don't repeat them.

The last part of the research process is to closely examine the characteristics of the target audience so the communication experts can use this information to properly reach each part of the target audience. This process is called audience segmentation. In order to segment the audience the research must provide information in four different categories:

- Demographics - sex, age, economic status, educational level, etc.
- Psychographics - attitudes, values, predispositions, motivation, perceptions.
- Culture - ethnicity, language, geographical region.
- Social - reference groups, family structure, role in population and family planning program (policymaker, service provider, user, etc.)

Step 3 - Audience Strategy

Once the researchers have collected and analyzed the data, they pass the information to the communication specialists. The specialists divide the audience into segments based upon the data given to them. Audience segmentation allows the messages to be more specific for each segment and this increases the chances that the campaign will be a success. Within the target audience there are usually three identifiable groups: innovators, indifferents, and resisters. A good audience strategy concentrates on the innovators first in order to lead to a successful beginning to the campaign which helps to build enthusiasm and credibility. This type of segmentation also helps to promote internal diffusion of information within the target audience. The audience strategy seeks to provide information so messages will bring about the desired responses. The desired reactions are:

- Exposure - media habits.
- Reception - attention and comprehension levels.
- Self-persuasion - cognitive rehearsal; the process of evaluating the pros and cons of the problem presented.
- Attitude change - adoption of a positive position.
- Intention - weakening of objections and creation of a sense of urgency of action
- Behavior - acceptance of family planning use as the right way of doing things.

Step 4 - Message Strategy

This step consists of your plan for informing, educating, motivating and persuading the target audience so they will adopt an attitude, behavior and value change. Your messages should: 1) Explain the problem; 2) Present

options; and 3) Encourage a decision (action). One must define the messages for each segment of the target audience so that they are salient, appropriate and able to be acted upon.

From the first two stages of the developmental research one is able to abstract the content of the messages, that is, what you want to say. An analysis of the context of the messages provides data on the message structure (the order of dissemination i.e. 1,2,3). Further analysis of the target audience's characteristics supplies information on the message format (how to say it symbolically, i.e. direct confrontation or oblique reference). There are three basic types of appeals one can use in creating your messages:

- Rational - self-interest, functional, utilitarian; family planning will help me.
- Emotional - positive or negative: fear, guilt, love; I love my family.
- Moral - right and proper thing to do; for the good of my country.

All messages should be revised according to the audience criticism and pre-tested again. All pretests should be executed through samples of the target audience.

Step 5 - Media Strategy

This section of the communication strategy explains which communication channels will be used and how each will be used. Research data on the media and communication habits and preferences of the different segments of the target audience will determine the media strategy. A media specialist should know the role each medium plays in Peruvian society and be able to use each medium that is appropriate for a segment of the target audience. Some media

which may be used are: radio, television, film, videotape, audio cassettes, slide/tape programs, posters, handouts, flyers, leaflets, brochures, magazines, newspapers and books. A media specialist should also be able to decide what format is appropriate for each medium that is to be used. Some formats are: spots, microprograms, articles, questions and answers, contests, etc. Folkmedia, puppet shows and dramas, should also be considered.

A good media strategy should also consider the use of person-to-person communication channels. For a population/family planning campaign institutions which may be useful are: Ministry of Health, Peruvian Social Security Institute, schools and universities, trade unions, other government ministries, cooperatives, and private service agencies. A large sector of any target audience can be reached through these institutions to support the information that is being disseminated through the non-personal communication channels. For the person-to-person channel to be effective several key elements are necessary. Some of them are:

- Mobilizing of public-sector agents.
- Training of public-sector agents.
- Planning and coordinating their activities.
- Supplying them with support materials.
- Creating motivation and enthusiasm to actively support the program.
- Providing continuing information.

Not only public-sector agents but private citizens should be encouraged to support the national population and family planning program. Private-sector needs will be very similar to the public-sector needs.

Step 6 - Diffusion Strategy

This section of the communication strategy explains the where, when,

how many, etc. of the communication channels programming. The diffusion strategy is a timetable of when a particular activity will take place. One would outline in this section when message #1 will be diffused, #2, etc. and by which channel. This section ensures that messages are diffused in a coordinated manner. An example might be: for the first month of the campaign we will transmit four versions of message #1 via the radio. Stations X, Y and Z will be used. Station X will transmit all four versions on a rotating basis six times a day, every day of the week at the following hours, 6:15 am, 7:20 am, 12:00 pm, 1:00 pm, 7:20 pm and 8:30 pm. For person-to-person communication channels, the first month 20 Ministry of Health community promoters will each hold four town meetings in different communities where message #1 will be presented and discussed.

The diffusion strategy should also contain information on how the messages will be monitored. Monitoring is important because it enables the campaign director to be sure that his messages are being transmitted at the proper time. A second important aspect of monitoring is that it allows the target audience, through sampling, to feedback information about the messages and their diffusion channels. This permits mid-course corrections. It may be necessary to repeat a message longer than originally planned; to make new messages; to skip a series of messages; or to alter the channel of communication.

Step 7 - Calendar of Activities

A calendar of activities is a useful tool to remind one what is going on and what needs to be done for future activities. Each message will go through the following stages.

- Creativity or conception of idea message.
- Drafts/roughs.
- Pretest.
- Semi-finished product.
- Additional Pretesting (if needed).
- Final revision.
- Production.
- Diffusion.
- Monitoring.
- Evaluation.

Step 8 - Evaluation

The purpose of an evaluation is to determine to what extent quantitative goals were attained. There are several ways to evaluate a communication campaign: Some evaluation tools are: analysis of quantitative records (the number of new people going to public health clinics for contraceptives); use of a follow-up survey among the target audience; and interviews of field-workers. The evaluation should have additional follow-up in the form of an after-campaign critique. The basis for the critique is that planners and sponsors of the campaign analyze the evaluation data to learn from the experience in order to improve their future campaigns. The critique should also examine the implications of the campaign result in terms of the overall program and future activities.

Step 9 - Personnel

This section should contain information on the number of people who will be involved in this campaign from beginning to end. One should also state

whether the personnel are staff or freelance contractors hired to do some of the work. It is also necessary to explain the organizational structure of the personnel, that is, who reports to whom for every step of the campaign.

Step 10 - Budget

The budget should include the costs of the preceding steps. The budget should be broken down as much as possible and include a time frame (approximately when large sums of money will be spent). If free or at cost services are provided, explain them in this section. This will impress upon the financial sponsor that others are providing support for the national population and family planning program as well.

APPENDIX C

Skills Profile

The various components of a communication campaign require people with a wide variety of skills. These skills are rarely found, in their totality, within a social development institution; thus this list proposes to offer guidelines which supplement the companion document on major components of a communication strategy. The Consejo Nacional de Poblacion may use this to determine what skills its staff already has and what complementary skills need to be acquired either by hiring additional staff members or through contracts with outside institutions or individuals. The skills profile is divided into four sections: 1) Research; 2) Planning; 3) Creativity; and 4) Execution.

Research

- Analyze data and be able to put it into a communication context.
- Design a small-scale study to fill in the gaps of existing data.
- Formulate sampling techniques for specific target audiences.
- Create pre- and post-testing systems to assess communication effectiveness.
- Set up feedback systems to provide managers and creative people with information on acceptability and effectiveness of the messages for the target audience.
- Design an evaluation of the communication campaign to measure its impact, successes and failures.

Planning

- Formulate a coherent and comprehensive communication strategy based

upon research findings.

- Plan and organize a communication strategy so that all the elements fit together as envisioned in the strategy.
- Prepare a budget.
- Define the target audience and describe its characteristics so that the creative people will have this vital information.
- Segment the target audience so that the proper messages and communication channels are used for each audience.
- Outline the content, structure, and format of the messages -- that is, the needed information to be disseminated, the order of dissemination, and the type of appeal that might be used to reach and motivate the target audience.
- State the communication channels to be used and how they will be used.

Creativity

- Experience in dealing with creative people such as artists, actors, writers, directors.
- Ability to create materials for radio, television, newspapers, magazines graphic arts.
- Experience in communicating with the target audiences.

Execution

- Experience in implementing communication campaigns.
- Knowledge of media relations: placing messages and buying time or space.
- Monitor the diffusion channels to see that contracts are being fulfilled.

- Ability to adapt a formulated communication strategy to the changes required by information received through the feedback systems.
- Administer the financial resources of the communication channels, using general accounting procedures.

APPENDIX D

List of Available Resources

- The Johns Hopkins University/Population Communication Services (PCS)

PCS has a roster of experienced consultants with skills in all of the aspects of population communication programs and campaigns. This includes research, planning, administering, designing, creating, executing and evaluating communication programs. PCS also has staff members capable of supervising and participating in all aspects of technical assistance.

- The Academy for Educational Development (AED)

AED has vast experience in all types of educational communication programs. AED staff and consultants are capable of participating in any or all stages of communication programs development. Several are Spanish-speaking.

- Porter, Novelli and Associates (PNA)

PNA is a commercial advertising agency with experience in the design and implementation of social communication programs.

- Program for the Introduction and Adaptation of Contraceptive Technology (PIACT)

PIACT has valuable experience in communicating with non-literate audiences. They are especially adept at creating print materials for people who cannot read.

- Manoff International

Manoff has experience in planning, executing and creating materials for communication programs. Several of its staff members formerly worked

for advertising agencies.

- Juarez and Associates

Juarez is primarily a research and evaluation organization; it has some experience in creating communication materials.

- Columbia University, Center for Population and Family Health

The Center participated in the Ministry of Health Sur Medio project; it has experience in all aspects of communication programs and campaigns.

- Family Planning International Assistance (FPIA)

FPIA has experience in all aspects of communication programs linked to family planning service delivery systems. It is particularly strong in the areas of planning and administration.

- Social Development Center (SDC)

Headed by Dr. Donald Bogue of the University of Chicago, SDC has experience in planning and executing communication campaigns and is especially adept at communication research and evaluation.

- Triton Corporation

Triton is capable of planning and executing communication campaigns and has experience with Social Marketing programs.

- Development Associates (DA)

Development Associates has the AID contract for family planning training in Latin America. It has vast experience in setting up training programs and executing them, particularly in person-to-person communication training.

- Michigan State University, Non-Formal Education Centers

The Center at Michigan State University publishes a periodic newsletter on non-formal education programs and techniques in various sectors,

on non-formal education programs and techniques in various sectors, including MCH/FP. It will also answer requests for information with tailored responses. A similar center has been created in Colombia, with MSU/NFE assistance, called SINENF (Sistema de Informacion sobre la Educacion No-Formal), operated by the Centro para el Desarrollo de la Educacion No-Formal, headed by Rene Hauzeur Forero.

- Stanford University, Institute for Communication Research

This organization specializes in communication research and evaluation. Its staff includes some of the most respected people in the field of communication theory and research.

- Cornell University, Department of Communication, School of Agriculture

Cornell has some experience in planning of communication programs and offers short- and long-term training at its facilities. It has limited experience in audio-visual materials production.

- Pathfinder Fund

The Pathfinder Fund has considerable experience in all aspects of communication programs. Its staff is capable of planning, designing and executing communication programs.

- University of Texas/Austin, School of Communication

One of the largest mass communication programs in the U.S., the School of Communication has several faculty with special interest in Latin America. Dr. Emile McAnany, formerly of Stanford, is a good contact; his field is the role of radio in development.

- Indiana University, Bloomington

The Audio Visual Center provides solid basic training in A-V techniques

to a large number of foreign students, many of whom are also enrolled in the Department of Instructional Technology for degree training.

The Department of Telecommunication provides training in radio and TV production, studio management, etc. A member of this department, Dr. Richard Burke, is fluent in Spanish and has an excellent reputation as a broad-gauged communication planner.

- Michigan State University, Department of Communication

Dr. Felipe Korzenny in this department has a strong background in media research in Latin America and could be an important resource for planning training programs and as a consultant on media applications. Korzenny is a Mexican citizen.

- Florida State University, Learning Systems Institute/Center for Educational Technology (LSI/CET)

Florida State has been one of the major providers of training in instructional systems design to Latin Americans, under OAS and AID contracts. The current director of INTE is a graduate. Dr. John Mayo, formerly of Stanford's Institute for Communication Research, holds a joint appointment at LSI/CET and the Department of Communication and would be an important center to ascertain how best to use FSU's resources. Along with Dr. Sydney Grant of FSU, Dr. Mayo has been a frequent visitor and consultant on education and communication programs in Peru.

- Syracuse University, Department of Instructional Design, Development and Evaluation and Newhouse School of Public Communication

Syracuse has a strong program in instructional system, design, media

development and research and evaluation. Dr. Donald Ely, one of the senior faculty, speaks Spanish, as do one or two others. Ely also heads the ERIC clearinghouse on instructional technology, an important source of documentation on mediated instruction in all fields.

- Clearinghouse for Development Communication

The Clearinghouse, operated by the Academy for Educational Development, is an important source of information on the planning, management and evaluation of communication-based instruction, campaigns, etc. It publishes the Development Communication Report on a quarterly basis and will provide tailored responses to specific information requests, based on a large documentation center located in Washington, D.C. The Associate Director, Judy Brace, is Spanish-speaking, as is the editor, Heddy Reid, who was in Peru as wife of a former Peace Corps director. Part of the Clearinghouse's collection can be accessed in abstract form through Control Data Corporation's "Develop" database.

This list of available resources should not be considered as an endorsement by the team of these organizations. Nor should the list be considered as definitive. It is only a list of organizations that might be helpful in the further development of the Peruvian population and family planning program.