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HEALTHCOM TRIP REPORT

Guatemala  
May 8 - June 6, 1988

Prepared by  
Diane Urban

## I. SCOPE OF WORK

There were seven objectives for the trip:

1. To attend a workshop in Antigua, Guatemala, and participate with the Guatemala ITCOM team on a presentation about their tetanus toxoid campaign for pregnant women. The workshop, sponsored by UNICEF, PAHO, A.I.D. and the Academy, was the second in a series of Latin American regional workshops to develop national communication plans for immunization programs.
2. To select an ad agency to work on the diarrheal disease control program in Guatemala in conjunction with people from the Ministry of Health and A.I.D.
3. To prepare audio-visual material for the first and second national vaccination days or "Jornadas" to take place in May and June and to observe the vaccination Jornada in May.
4. To coordinate the workshop on creativity that was held with Lorenzo Arbeit.
5. To coordinate research activities with Annenberg School of Communications to evaluate the Jornadas, the tetanus toxoid campaign and the impact of the HEALTHCOM program, in general.
6. To coordinate activities with PROJECT SUPPORT with regard to the local manufacture of ORS by the public and private sectors.
7. General administrative and programmatic follow-up.

## II. ACTIVITIES

1. With regard to the meeting in Antigua, our presentation took place on the second day of the five-day conference. The presentation discussed how the

tetanus toxoid campaign for pregnant women was designed and implemented in Guatemala. The presentation included audio-visual material, (graphics and radio and television spots) that were produced. The presentation was heard by people from ten countries in Central America, Mexico, and the Dominican Republic. The purpose of the conference was to make national communication plans for immunization programs. Regional coordinators from the UNICEF office in Bogota, from the PAHO office in Washington attended as did the Guatemala A.I.D. representatives and HEALTHCOM Washington staff.

2. We formed a subcommittee of six people to select an agency. We received submissions from four ad agencies and developed a list of criteria by which to judge their submissions. (See Appendix A).
3. Bids were opened and a television production company was selected to produce materials for the second Jornadas. The scripts were reviewed and simplified because delays in selecting the television production company meant that there were fewer days left to produce the materials; therefore, we tried to use a much stock footage as possible and used scripts that involved few changes of scenes and uncomplicated acting. Production sheets were prepared and presented to the health education staff in order to help them better organize the daily activities involved in production of audio-visual materials. (See Appendix B).
4. To coordinate the creativity workshop, we met with Lorenzo Arbeit, the Vice President of an advertising agency in New York City who had prepared ideas about the creative process as well as a draft materials for the ORT campaign. Many books and magazines were studied and ideas were reviewed. It was actually a lot of fun. We brainstormed and prepared ideas for scripts on ORT themes.
5. There was a need to coordinate the work of the evaluation unit which included both behavioral analysis research and evaluation of the Jornada, the tetanus toxoid campaign and the impact of the HEALTHCOM project. Nancy Morris, an Annenberg School of Communications staff member, was in town helping the Ministry of Health to design questionnaires for an

evaluation of the tetanus toxoid campaign and the recent Jornadas. She helped the Promotion Unit to design questionnaires and field test them. They collected data and analyzed it using computer programs that Nancy had brought from Annenberg. We spoke several times with Bob Hornik in an attempt to budget Nancy's activities and to finalize an evaluation plan for Guatemala which would include the impact evaluation as well as Nancy's activities. Nancy visited several local research institutions to obtain proposals for the impact evaluation scheduled to take place in the fall in order to develop the budget and work plan for the activity.

6. In order to prepare for Washington meetings in July, Pepe and I wrote a memo for John Massey which described the history of working with PROJECT SUPPORT in Guatemala. The report covered the background of the joint efforts that have been made with regard to messages on packages and research that had been undertaken by Annenberg School of Communications and PROJECT SUPPORT. The issues were to define the goals of recent research done to pretest the messages on the newly designed private sector ORS packages and determine what size container was most available and safest to use to measure liquid to mix ORS salts in. (See Appendix C).
7. General administrative activities involved routine project review, planning of future consultant trips, and helping to write a scope of work for an ad agency which might be hired to broadcast messages for the ORT campaigns. A project secretary was hired, as was a part-time accountant. Also, arrangements were made to send an administrator from Washington to train the new staff in office procedures compatible with HEALTHCOM's.

### **III. ACCOMPLISHMENTS/RECOMMENDATIONS**

1. I recommend that HEALTHCOM participate in the final workshop on national communication plans for a immunization program to be held in Brazil in the fall. We bettered relationships with our regional counterparts in UNICEF and PAHO and should make efforts to coordinate activities and define common policies with regard to mass media.

2. We didn't select an ad agency because during the time of my visit there was an attempted coup and the President accused one of the local television stations of giving free air time to a military leader who initiated the activity. This led the President to take the television station off the air and various groups in Guatemala protested that this was unconstitutional. One of the groups was the National Association of Advertising Agencies. Therefore, the Minister of Health asked us to hold all activities with regard to selecting an ad agency until the Ministry could refine its policy on this matter. (See Appendix D).
3. We accompanied the Minister of Health to several vaccination posts during the Jornada in May. We noticed that posters were displayed at clinics, that banners spanned the street, that volunteers were wearing buttons, arm bands and hats to identify them. We also noticed that there could have been better coordination of the distribution of materials at most local levels. We began to produce simplified radio and television spots for the second Jornada and a HEALTHCOM consultant worked with the photographer and graphic artist to produce a poster and other graphic material for the second Jornada.
4. The creativity workshop developed themes on ORT; these ideas will be shared with the ad agency when they begin to develop a creative strategy for ORT and develop communication materials.
5. Research was done and reports were written. Please refer to the trip report of Nancy Morris which talks about the results of the Jornadas (Dates)
6. We wrote a memo about activities with PROJECT SUPPORT and it will be used as background material for the meeting which will be held in July.
7. We met and reviewed project documents and we were able to write a scope of work to select an ad agency to broadcast media. (See Appendix E).

#### IV. NEXT STEPS

1. Besides attending the workshop in Brazil, we should maintain regular contact with Cirro de Quadros and UNICEF in order to assure that our efforts are coordinated in Latin America.
2. In August, a technical subcommittee met to evaluate the proposals submitted by the four ad agencies. Then a financial analysis for the proposals will be made by the contracts office and an ad agency should be selected by late August. We recommend that the agency get selected as soon as possible so that it can help with the design of the national ORT campaign, and that a workshop be instituted to train the ad agency in ORT and EPI content, as well as HEALTHCOM methodology. Some further training should be done in better management of the AV production process. This should be done in coordination with the training for the ad agency and local providers who will be chosen soon. Emphasis of that workshop would be managing relationships with an ad agency as they better manage their productions.
4. We recommend that the creativity workshop be held in other countries in Latin America because it provides an excellent opportunity for staff representing photography, drawing, writing, radio and television production to get together and exchange ideas. We would highly recommend that in all such workshops the HEALTHCOM resident advisor, and their counterparts be present so that thinking expands along similar lines.
5. In conjunction with the Annenberg School of Communication, we must prepare a plan, budget and timetable for the impact evaluation to be done in the fall. We must agree upon who will be paying for local costs and who will be hiring the agency that will be implementing the research.
6. In conjunction with PROJECT SUPPORT, further research should be done to define what container is most widely available for use in rural homes in Guatemala to measure a liter of water that will be used to mix ORS salts. Should one bottle be used, or should several small bottles be used which together would yield a liter of water? We will facilitate PROJECT

SUPPORT's request that Annenberg be involved in revising the questionnaire, and selecting the sample for the research that will be done on containers and also to pretest materials. At meetings in July it was decided that cost for the research would probably be divided among the local A.I.D. mission, PROJECT SUPPORT and HEALTHCOM. We expect the research will be done August or September. (See Barbara Crook's letter of August 16 and research plan, Appendix E).

7. We diagnosed a need for team building activities and made arrangements for the resident advisor in Honduras who is an expert in team building and systems development to visit Guatemala twice in July with his counterpart. They will implement two short workshops to help Promotion Unit Staff identify problems and come up with ways to better define their work plans and implement their work.

**APPENDIX A**

1

Orlando

E. Criterio de Evaluación para la Compra Competitiva

1. Información General de la Agencia Points

a. Nombre completo de la Agencia, dirección, teléfono 1

b. Nombre del Gerente General 1

c. Años de trabajo.. Número de facturas por año: 2

1985 \_\_\_\_\_

1986 \_\_\_\_\_

1987 \_\_\_\_\_

d. Lista de 5 clientes potenciales y nombre del producto y persona con quien hicieron el contacto 5

e. Clientes ganados durante los dos (2) últimos años (Por creatividad, medios de comunicación, planes o servicios de comunicación) 5

SUBTOTAL 15

2. Experiencia

a. Describir experiencia con productos relacionados al Sistema de Salud 10

b. Describir experiencia con el mercadeo social 3

e. Describir experiencia del personal  
que presta servicios de Contabilidad 3

f. Estructura Orgánica de la Agencia de  
Publicidad 4

SUBTOTAL 20

4. Estudio Publicitario

a. La Agencia Publicitaria cuenta con un  
equipo de evaluación disponible para  
trabajar con sus clientes YES —  
NO 4

Si no, qué recursos son utilizados para  
las investigaciones? 3

b. Listar nombres de instituciones de inves-  
tigación con las que ustedes han trabajado 3

c. Con qué clase de investigación de mercado  
ha estado la Agencia de Publicidad invo-  
lucrada?

d. Ha realizado la Agencia pre-prueba  
de materiales? Cuántas? 3

e. Métodos aplicados para medir la efectivi-  
dad de la publicidad 4

SUBTOTAL 20

5. Favor de otorgar la siguiente información

a. Lista de servicios de la Agencia de Publi-  
cidad detallados 1

E. Evaluation Criteria for Competitive Procurement

1. Agency General Information

Points

a. Complete name of the Agency, address, telephone	1
b. Name of the General Management	1
c. Years of performance number of invoices per year	2
1985	
1986	
1987	
d. List or 5 main customers with product's name. (Nominate the contacted name of the customer)	5
e. Accounts gained in the list two (2) years (because of creativity, mass media communications or services)	<u>5</u>
SUB TOTAL	15

2. Experience

a. Describe experience in products related to Health System	10
b. Describe experience in social marketing	3
c. Describe experience in campaigns for D and E target groups	3

f. Organic structure of the Publicity Agency 4

SUBTOTAL 20

4. Publicity Research

a. The Publicity Agency has a research team available to work for its customers. Yes No 4

If not, what resources are usually used for research 3

b. Enlist names of research institutions which you have worked 3

c. What kind of market researches has the Publicity Agency been involved?

d. Has the Agency carried out materials pre-test? How many? 3

e. Has the Agency carried out materials post test? How many? 3

f. Methods applied to measure publicity effectiveness 4

SUBTOTAL 20

5. Please provide the following information

a. List Publicity Agency services available 4

**APPENDIX B**



COORDINACION DE CAMPAÑAS DE TV  
(O DOCUMENTALES)

LUGAR	TITULO	ESCENA

**LISTA DE CHEQUEO PARA LA PRE-PRODUCCION**

	<b>PERSONA RESPONSABLE</b>	<b>FECHA DE FINALIZACION</b>	<b>INICIALES</b>
<b>UBICACION</b>			
<b>SELECCION DE TALENTO</b>			
<b>SELECCION DE LUGAR</b>			
<b>SELECCION DE EQUIPO</b>			
<b>VIDEO CASSETTE</b>			
<b>TRANSPORTE</b>			
<b>COMBUSTIBLE</b>			
<b>VESTUARIO</b>			
<b>MAQUILLAJE</b>			
<b>ALMUERZO</b>			
<b>FINANZAS</b>			
<b>ARREGLOS DE HOTEL</b>			
<b>ENSAYO DE TALENTO</b>			

# HORARIO DEL COORDINADOR

	HORA	LUGAR	PERSONA RESPONSABLE
<b>RECOGIDA DE CARRO</b>			
<b>RECOGIDA DE TALENTO</b>			
A			
B			
C			
D			
E			
<b>RECOGIDA DE PERSONAL</b>			
A			
B			
C			
D			
<b>RECOGIDA DE EQUIPO</b>			
A			
B			
C			
D			
<b>MAQUILLAJE</b>			
A			
B			
C			
<b>HORARIO DE FILMACION</b>			
1er LUGAR			
2do LUGAR			
3er LUGAR			
<b>ALMUERZO</b>			
<b>HORARIO DE FILMACION (CONT.)</b>			
1er LUGAR			
2do LUGAR			
3er LUGAR			
<b>DEVOLUCION DE EQUIPO</b>			
A			
B			
<b>REGRESO DEL PERSONAL</b>			
A			
B			
<b>RETORNO DE TALENTO</b>			
A			
B			
C			

# HORARIO DE GRABACIÓN DE SPOTS DE TV

TITULO

PRODUCTOR

DIRECTOR

RESPONSABLE MSP

CAMARA

SONIDO

COORDINADOR DE TRAFICO

ESCENA

LUGAR

MODELOS

EFFECTOS NECESARIOS

UTILERIA EQUIPO

ESCENA	LUGAR	MODELOS	EFFECTOS NECESARIOS UTILERIA EQUIPO

**APPENDIX C**

## DRAFT

### MEMORANDUM

June 21, 1988

TO: John Massey  
FROM: José Romero and Diane Urban <sup>DU</sup>  
RE: Report on ORS SUPERSUERO

#### I. Background

In January 1987, meetings were held with the people in the Guatemalan Ministry of Health, such as the Promotion Component of the Health Education Department, who are responsible for ORT programming. They made suggestions for the ORT content of the national Implementation Plan for Health Communications. These meetings identified some of the important points to include in the KAP community study that INCAP, AED, and the Ministry of Health conducted in February and March.

In July, an advance report of the results on the questions regarding knowledge and use of the liter measure was presented at the USAID office. Representatives from Adamed, Lapromed, and the Ministry of Health attended the meeting where it was pointed out that the liter measure was frequently used by mothers who knew about it. This led to a discussion about whether to use illustrations of three eight ounce glasses of water or one liter of water on the ORS packets. The Ministry insisted on its original decision to produce ORS packets with instructions to mix the salts in a one liter container.

Adamed began its packaging studies for the launching of its salts. Other meetings on ORS have taken place with representatives from the Maternal/Child Health Department of the Ministry as well as representatives from Lapromed, Adamed, PATH, and A.I.D. In September 1987, the personnel in the Ministry changed, which prompted a meeting for the new staff in the Maternal/Child Health Department with various international agencies. Dr. Urrutia from PAHO/Washington, D.C., attended this meeting.

In October of the same year, meetings took place with the new Ministry personnel in charge of ORT in order to design promotion activities.

Also at that time, a private sector firm, Lapromed, which has a contract with Project SUPPORT to locally produce ORS in coordination with the Ministry and A.I.D., purchased machinery and remodeled their facilities.

## 2. General Considerations

### A. Package size

"Oral Rehydration Solution consists of packets of dry ingredients which are to be mixed with either a glass or a liter of clean water. The correct ratio of packet contents to water is important: too concentrated a solution can be toxic, too weak a solution, while not dangerous, reduces the effectiveness of the mixture in rehydrating the child. Therefore, the question of accuracy of liter measurement or the size of the drinking glass is important for two reasons: first, the concentration of the solution needs to be within correct limits and second, policy makers must decide whether ORS is to be distributed in liter-size or glass-size packets." (Hornik, Nov., 1987, Preliminary Analysis of KAP Findings.) Once it was agreed that the contents of the ORS packets were to be mixed in a liter of water, the Ministry of Health coordinated with Lapromed to make sure that their new machinery would be technically adjusted to these needs.

### B. Liter Measurement

The Promotion Component reviewed the results of the KAP community study, and along with INCAP and the Annenberg School of Communication of the University of Pennsylvania, the Promotion Component requested cross tab runs to further analyze the studies. The conclusions were transmitted to the ORT representatives in the Maternal/Child Health Department. These conclusions included:

- Three questions on the Guatemala survey dealt with knowledge of a liter and the capacity of a drinking glass. Respondents were asked if they knew what a liter was. If they said yes, the interviewer asked to see what they used to measure a liter, and measured its capacity in cc. The interviewer also measured the capacity of the most-used drinking glass for all respondents.
- Three-quarters of the respondents said they knew what a liter was and 39 percent of these showed the interviewer a container with a one-liter capacity, while another 33 percent showed a measure with a capacity of 800-1200 cc. The reported measured capacity of drinking glasses varied greatly, from less than 100cc. to more than one liter.
- If we convert the distribution of amount of water in the containers people said were "liter" containers into the sodium content of solutions that would be made using that amount to mix the standard one-liter WHO packet, about 60 percent of the resulting solutions would be within 10 percent of the target value (90 mEQ/liter), about 5 percent would be 30 percent above the target value, and only two percent would be more than 30 percent below the target value.
- Neither "one liter" nor "one glass" is sufficient information for ORS mixing instructions. Between the two choices, however, a liter is probably more reliable since it is a standard measure which 60 percent of respondents are already able to identify correctly. This indicates that ORS could be distributed in one-liter packets, with information provided as to correct measurement of a liter. (This info. should not take the form of 'a liter is equivalent to four glasses'). Perhaps there is a commonly-sold product that comes in a liter bottle--Coca-Cola comes to mind--that could be used to establish what a liter is. (Hornik, Ibid.)

### C. Design of the Litrosal Package

In 1987 HEALTHCOM coordinated meetings between the research representatives of Adamed and the MOH. Results of the focus group research done by Adamed for the design of the Litrosal package were reviewed.

### D. Coordination with Adamed, PATH, A.I.D. and AED

In Guatemala, several meetings took place with Adamed, PATH, and A.I.D. to update data on the status of each product.

In January and February 1988, PATH in Seattle and AED in Washington exchanged correspondence about the correct container to use on the Adamed Litrosal package illustrations. The discussion was centered on 1) whether to use three 350 cc glasses or one-liter bottle; 2) which liter bottle to show on the package. PRITECH and Annenberg as well as AED/Guatemala were included in the discussions relevant to the correspondence.

The agencies involved concluded that, based on previously stated research results, a liter was the most reliable measurement. This was also in accordance with MOH/Guatemala decisions.

According to an Urban memo to Robert Clay (2/12/88), PATH and AED were in agreement that operational research needed to be done on what is used in Guatemala to measure one liter and what container should be used on the ORS package. The private sector could provide a great service by carrying out this research.

Additionally, it was suggested that "if research shows there is little agreement on a liter container, an option might be to develop and test market a liter container that could be distributed with the ORS packet. Ecuador chose to produce and distribute a plastic bag (the plastic should be very durable if this route is chosen). A study might then be undertaken to see if this strategy successfully solves the problem. The container could also be used as a promotional device. Questions to consider: amount of time to investigate the use of liter containers; amount of time needed to develop a liter container; and cost." (Idem.)

PATH also decided to recommend that Adamed use the one-liter bottle on their package design for the following reasons:

1. "If Adamed is exploring sales to the government, it is advisable to use the container preferred by the MOH.
2. Although PATH feels that the one-liter container is not the best way of illustrating the liter measurement, it would not be advisable to use a container size different from what the MOH intends to use.

We will advise Adamed to start production using a packet that shows a one-liter bottle, but we will also recommend that Adamed's new product be evaluated to test the efficacy of the mixing instructions using this design. Other recommendations that will be made to Adamed are: a) that packaging materials for the initial production be printed in small enough quantities so that a change in design can be easily made if necessary, and b) that additional research on this matter be conducted through Project SUPPORT." (Facsimile, Casey Margard to Robert Clay, Feb. 10, 1988.)

Many things happened during the month of March. On March 10, the USAID

Mission received a telex from the manufacturer of Lapromed's packets requiring final artwork for the packets within 10 days. If the artwork were not received, the prices of the packaging film would increase. (See Appendix A.)

On March 14, the Health Office received the telex insisting that the artwork be finished by March 17 and showed it to HEALTHCOM, who hired an artist in the private sector to do sketches because the MOH artists were working on materials for the vaccination days.

On March 15, the MOH evaluators conducted focus groups to select a name for the ORS from a list prepared by the MOH in November 1987. They also tested illustrations for preparing ORS. A pitcher was used to measure a liter because the Chief of the ORT Unit of the MOH said that the MOH would manufacture pitchers. HEALTHCOM called Adamed to verify the size of the Litrosal packet in order to compare it to the size established the year before by consultant Arce. They wanted Lapromed's packet size to be as nearly equal the size of Adamed's product as possible.

In the evening, focus group results were reviewed. The name SUPERSUERO was selected, as were various drawings. The artist began to prepare the final art.

On March 16, a meeting was held at USAID to review and approve the artwork. The official USAID liaison to the MOH took the artwork to the MOH and Lapromed for their official approval. They only made suggestions to modify the logo and the size of the name of the MOH. The artist made the changes and, on June 17, the MOH and Lapromed approved the final art. On June 18, USAID sent, by DHL, the final art to Universal Packaging.

The following week, on Tuesday, representatives of USAID and HEALTHCOM were meeting when PATH called. HEALTHCOM advised PATH that 1) neither the Minister of Health nor other MOH personnel would attend the launching of Adamed's new product on Thursday; 2) the Minister would hold a press conference to announce Supersuero on Wednesday, which he did amidst rumors that he would resign in the coming weeks.

On Thursday evening, Adamed launched their new product. Earlier that day, PATH received a "dummy" of the product SUPERSUERO.

On Saturday, an article on SUPERSUERO appeared in the press, and did not mention USAID. On Sunday, an article about Litrosal appeared in the press.

In Washington, A.I.D., AED, and PATH representatives met to discuss the timing of the launching of public and private sector products, as well as the illustrations on the packets. Adamed used a one-liter bottle to measure one liter of water; Lapromed used a pitcher. Decisions were made to get an agreement by the MOH and Adamed that if research were done to determine what containers mothers really used to measure one liter, both public and private sector packages would show the same illustration.

In April, MOH staff changed and key decision-makers left for extended study tours. Relevant decisions were not possible to obtain since new policies were still to be set.

In April 1988, research was initiated by PATH to see if mothers could mix safe ORS solutions using the instructions on Adamed's Litrosal package (see Appendix B).

Results showed that over 43 percent of mothers mixed a solution of a very dangerous over-concentration level--750 ml or less--using a one liter bottle; 22 percent of the mothers mixed a solution of 750 ml or less with the three bottle design.

Questions about the clarity of research objectives, the size and the representativeness of the sample, the size of the drawings used in the study, and the correctness of survey techniques and procedures (sequence of showing the pictures; non-use of words, etc.), were raised by the Annenberg School of Communications. A.I.D. expressed concern about the results, and raised questions about the timing of the study (with reference to the fact that packets already were printed), as well as research methodology and sample design. Recommendations were made to use an independent agency to do further research on a nationwide basis, and involve the MOH in planning the venture.

### **3. Name of the Lapromed Salts**

The Promotion Component elaborated a list of 45 possible names for the salts that Lapromed would use. This list was sent to the Maternal/Child Health Department for a pre-selection of names in November 1987. Ten possible names were included on the list.

In January 1988, the Promotion Component requested the list of ten names in order to design the package.

In March 1988, focus groups took place to select the name. SUPERSUERO was the name that was most remembered and associated with a higher number of benefits. This information was transmitted to the authorities in the MOH and Lapromed.

### **4. Size in Millimeters of the SUPERSUERO Package**

The size in millimeters was provided by the Maternal/Child Health Department based on the specifications of the machinery they requested USAID to buy in the U.S..

### **5. Current Situation**

In June 1988, there is still no decision on which container to use on the ORS envelopes. The present situation is: 1) the results of PATH's investigation of April 1988 are problematic. There are plans to redo the investigation with a better designed sample, materials, and a new methodology; 2) the MOH halted production of pitchers to measure one liter; 3) USAID named a coordinator, Andrew Kreft, to make sure that the activities between PATH, Adamed, MOH, Lapromed, AED, and USAID are in agreement.

### **6. Recommendations**

1) There should be more research done about which is or are the container(s) more commonly used and available to measure one liter, according to the suggestions of A.I.D. and the Annenberg School of Communication.

2) Both sides should respect the results of the research and use the chosen container in the drawings on the ORS packages. The MOH agreed to this on June 27, according to HEALTHCOM'S local resident advisor.

**APPENDIX D**

**Cámara de Comercio:**

# "Un nefasto precedente"

□ Podría llevar al ulterior propósito de controlar los medios de comunicación, **señala**

**G**UATEMALA, mayo 21. De nuestra redacción. La Cámara de Comercio expresó ayer su "enérgico rechazo" a la disposición gubernamental de cerrar CANAL 3, poniendo de manifiesto su temor ante la posibilidad de "que este hecho perpetrado contra este canal sea un nefasto precedente, que pueda llevar al ulterior propósito de controlar los medios de comunicación".

La Cámara planteó que tal medida es "incongruente con

los principios "democráticos" y "libales" que en la justa medida están entre los derechos fundamentales consagrados en la Constitución y que constituyen un claro golpe a la libertad de expresión, lo que el gobierno de la República reiteradamente afirma respetar".

En otro punto de su pronunciamiento, la Cámara de Comercio dice que "es grave para la Libre Emisión del Pensamiento, que el organismo ejecutivo se atribuya la facultad de

causar si una publicación atenta contra los "Derechos Humanos", incitan a la confusión entre la sociedad guatemalteca, causa inestabilidad al régimen, ya que tales calificaciones subjetivas e interestadas, ponen a los medios de comunicación en una situación precaria y de zozobra, máxime si se continúa con la política de primera, tomar las medidas de hecho y que posteriormente los tribunales revoquen".

Por todo lo expuesto, la Cámara de Comercio y sus filiales en toda la República, demandan:

- 1) Su irrestricto apego y respeto a la Constitución y a las Leyes de la República.
- 2) Que sus acciones las enmarque de acuerdo a las instancias legales correspondientes, y
- 3) Que en forma inmediata deje sin efecto la medida para que CANAL 3 reinicie sus transmisiones en forma normal.



CAMPO PAGADO



# SE DEFIENDE

## CANAL 3 PRESENTA RECURSO DE REVOCACION EN CONTRA DE LA MEDIDA QUE LO SACO DEL AIRE

SEÑOR DIRECTOR GENERAL DE RADIOFUSION NACIONAL:  
Recurso de revocatoria en contra de la disposición que suspendió el derecho de uso de la frecuencia nacional de Canal 3 de televisión hasta nuevo aviso.

MAXIMILIANO KESTLER FARNES, de sesenta y ocho años de edad, casado, abogado y notario, guatemalteco y de este domicilio y vecindad, actuando bajo mi propia dirección y procuración y señalando para recibir notificaciones las oficinas de Radio-Televisión Guatemala, Sociedad Anónima — Canal 3—, ubicadas en la treinta avenida número tres guilón cuarenta, zona once de esta ciudad, de manera atenta, comparezco y expongo:

I. Actúo en calidad de Presidente de la Junta Directiva y de representante legal de la Entidad Radio-Televisión Guatemala, Sociedad Anónima, como lo acredito con el Acta Notarial, que acompaño, autorizada en esta ciudad el quince de abril del año en curso por el Notario Angel Valle Girón, documento que quedó inscrito en el Registro Mercantil bajo el número cuarenta y siete mil doscientos diez, folio cuatrocientos veinticuatro del libro número cincuenta y uno de auxiliares de Comercio.

II. Con tal calidad, vengo a manifestar la inconformidad de mi representada por la medida que dictó esa Dirección el día diecinueve del mes que corre, ordenando la suspensión del derecho de uso de la frecuencia nacional de Canal 3 de televisión hasta nuevo aviso.

Tal medida perjudica gravemente los intereses de mi representada y, por tal circunstancia, por este medio, interpone recurso de revocatoria en su contra, el cual se basa en los siguientes hechos y fundamentos de derecho:

10. La medida fue notificada a mi representada por nota del diecinueve de mayo del año en curso — que fue entregada en los Estudios de Canal 3 a las veintidós horas con quince minutos— y la sola circunstancia de que ese documento no contenga la transcripción de ninguna resolución que formalice y dé validez jurídica a dicha medida, constituye, dentro del régimen de un Estado de Derecho, una prueba de su manifestada ilegalidad.

20. En la nota aludida esa Dirección manifiesta, en su parte conducente, que "de conformidad con la Convención Americana sobre Derechos humanos, de la cual Guatemala es signataria, está prohibido hacer uso de los medios de comunicación para toda propaganda en favor de la guerra y toda apología del odio nacional que constituyan incitación a la violencia, o cualquier otra acción ilegal similar"; que "en monitoreos practicados por esa Dirección General, se ha comprobado... que a través de Canal 3 de televisión, se han proferido INFORMACIONES, NOTICIAS, MENSAJES Y PROPAGANDA contraria a la seguridad del Estado, al orden público y a los derechos humanos, contrarios al principio legal que establece que a través de la "RADIO" (sic) se debe fomentar y divulgar los principios de la Democracia, de la Unidad Nacional y de la amistad y cooperación internacionales";

Y, finalmente, que "en tal virtud... a partir de la terminación de la Cadena Nacional del día de hoy, SE SUSPENDE EL DERECHO DE USO DE LA FRECUENCIA NACIONAL DE CANAL 3 DE TELEVISION HASTA NUEVO AVISO".

Basta una simple lectura de estos párrafos, para darse cuenta de que, bajo la apariencia de un razonamiento jurídico, se encubre una maniobra para silenciar a personas o entidades que compran tiempo en Canal 3 sin tener que recurrir a una acción directa contra ellas —(Quién sabe por qué motivo)—, no obstante que conforme a la Ley de Emisión del Pensamiento serían las únicas responsables, dado el caso de que se probara el supuesto de la ilicitud de sus manifestaciones. Y ello es así, porque el primer párrafo —que constituiría la Premisa Mayor del silogismo jurídico— sólo adquiere significación práctica si los hechos que se mencionan en el segundo párrafo —Premisa Menor del propio silogismo— son hechos concretos, lo que no ocurre así, pues en él, sólo se repiten conceptos generales tomados del Artículo 28 inciso 3) y del Artículo 41, párrafos 1) y 7) de la Ley de Radiocomunicaciones y sus reformas. Por otra parte, aun cuando en dicho párrafo segundo se señalaran hechos concretos y se mencionaran personas y entidades reales, la conclusión del silogismo no podría ser en ningún caso la que se señala en la nota, toda vez que el Artículo 43 de la misma Ley de Radiocomunicaciones se limita a imponer un

sistema de multas que pueden oscilar, según los casos, de 100, 500 ó 1,000 quetzales y de ninguna manera podría imponerse como sanción la suspensión de la frecuencia de Canal 3.

30. Si se revisa minuciosamente el articulado de la Ley de Radiocomunicaciones se podrá comprobar que la SANCION DE SUSPENDER LA FRECUENCIA sólo se podrá imponer, de conformidad con el Artículo 51, cuando se trata de estaciones de radioaficionados, si el Estado, en casos de emergencia o de alteración del orden o la paz públicos, lo considera conveniente. Pero, fuera de este caso, en ningún otro se contempla en la ley la suspensión de la frecuencia a una estación de Televisión, lo que prueba la ilegalidad de la medida tomada en contra de Canal 3.

40. Lo que sí contempla la Ley de Radiocomunicaciones y sus reformas es la cancelación de las frecuencias en la televisión, pero, para seguridad de las Empresas o personas individuales que las usan, regula la materia señalando taxativamente los casos en que procede. De más está decir que en ninguno de ellos figura el que ahora analizamos.

50. Para sancionar el abuso del derecho de uso de las frecuencias el camino tomado por la Dirección de Radiocomunicaciones no es, pues, ilegal, ni mucho menos el más justo y adecuado. El camino correcto y apegado a la ley, es el que da la Ley de Emisión del Pensamiento, que tiene carácter constitucional: según sus artículos 23, 24, 25 y 26 sólo se hace responsable a los AUTORES DE LAS MANIFESTACIONES TRANSMITIDAS, sea que las hagan personalmente, o que sean leídas en su nombre o por representantes legales de las entidades que compran el servicio. En ningún caso —salvo que se permitan manifestaciones de personas no identificadas o incapaces o mediante textos apócrifos— se sanciona a los medios de comunicación.

III. Ofrezco probar los extremos anteriores, con la documentación acompañada, particularmente con la copia adjunta de la nota de esa Dirección y, si ello fuera necesario, con los Registros que por ley se llevan en esta Empresa, en los cuales consta que ningún miembro del personal de planta de esta Entidad, ha participado en las transmisiones calificadas como ilícitas para justificar la suspensión del derecho de usar la frecuencia de Canal 3.

IV. Por todo lo expuesto, por este medio, mi representada viene a interponer el presente recurso de revocatoria en contra de la medida relacionada. En consecuencia, al Señor Director, de manera atenta, formulo las siguientes peticiones:

10. Que se sirva tener por presentado este memorial y la documentación adjunta, mandando se incorporen al expediente respectivo;
20. Que se reconozca la personería con que actúo y se me devuelva el nombramiento que acompaño, dejándolo certificado en el expediente, a mi costa y con las formalidades de ley;
30. Que se tenga por interpuesto de parte de mi representada este recurso de revocatoria contra la medida que suspendió el derecho al uso de la frecuencia de Canal 3;
40. Que, con el informe respectivo, se sirva elevar inmediatamente las actuaciones al Ministerio de Comunicaciones, Transporte y Obras Públicas, para que éste, después de oír al Ministerio Público, resuelva, revocando de inmediato la medida impugnada toda vez que con ella se han perjudicado y se siguen perjudicando gravemente los intereses de mi representada.

Me fundo en las leyes citadas y en los Artículos 7, 50 y 51 del Decreto Gubernativo 1881 y sus reformas, así como en los artículos 104 y 105 de la Ley del Organismo Judicial.

Además de los documentos relacionados, acompaño tres copias de este memorial, tres copias de mi nombramiento y tres copias de la nota enviada por esa Dirección a Canal 3.

Guatemala, 23 de mayo de 1988

En mi propio auxilio:

MAXIMILIANO KESTLER FARNES  
ABOGADO Y NOTARIO

21



# La arbitrariedad al servicio del gobierno

□ **Vice-Presidente de la Cámara de la Libre Empresa critica cierre del Canal 3.**

Guatemala, 26 de mayo.- Hace pocos días, el presidente Cerezo afirmó que no iba a sancionar a los medios de comunicación, así como en numerosas oportunidades ha hecho gala de la libertad de expresión que otorga su gobierno, lo cual no es un mérito especial, sino el simple cumplimiento de un imperativo constitucional.

Lo anterior fue expresado por el señor Julio Ligorria Carballido, Vicepresidente de la Cámara de la Libre Empresa al referirse a la suspensión de la frecuencia de Canal 3.

—El licenciado Cerezo sabe, agregó Ligorria, que la Cámara de la Libre Empresa ha estado muy preocupada por los acontecimientos de las últimas semanas y que incluso hemos estado actuando con responsabilidad, tratando de encontrar soluciones y salidas a la aguda crisis social, económica y política por la que atraviesa nuestra patria. Nuestra actitud ha sido de conciliación, no por ingenuidad sino más bien por patriotismo.

—Sin embargo, la probable acusación de dos prominentes dirigentes del sector empresarial para implicarlos en el fallido golpe del 11 de mayo, información que nos fue proporcionada al más alto nivel la semana pasada, frenó nuestro ánimo y generó gran frustración por lo injusto que hubiera sido tal señalamiento, ya que dichas personas se encuentran fuera del país trabajando y no como otros cobardes que, por precaución, decidieron mejor volar fuera del territorio nacional. Al no ocurrir el anun-

ciado hecho, agregó Ligorria, sentimos un temporal alivio, pero 24 horas más tarde se consumaba el golpe más serio que ha sufrido nuestro proceso democrático: LA SUSPENSIÓN DE LA FRECUENCIA A CANAL 3.

—Pese a tener la posibilidad y la obligación de que sea la justicia la que determine si un medio de comunicación falta a la ley y sea en consecuencia sancionado, después de haber sido "citado, oído y vencido" en proceso legal, tal y como lo determina el artículo 12 de nuestra maltratada Constitución, se prefirió actuar con arbitrariedad y prepotencia, continuó diciendo Ligorria.

—El artero golpe fue dirigido a Canal 3, chivo expiatorio de las presuntas faltas cometidas por Aquí el Mundo, lo cual constituye un **desacato**. Tanto a nuestro juicio como para el de muchos guatemaltecos, el propósito fue doble: sacar del aire a Canal 3 momentos después de transmitirse una de las cadenas de radio y televisión con que nos amarra el gobierno, y antes de que se presentaran en Aquí el Mundo los civiles acusados de rebelión; el otro objetivo, también logrado, fue ejercer una última presión sobre Canal 3, para que el contrato con la empresa de Mario David García no fuera renovado, afirmó el vicepresidente de la Cámara de la Libre Empresa.

—Es también muestra de la más clásica arbitrariedad amparar este atropello en un artículo de la Convención Interamericana de los Derechos Humanos, justificando así grave violación de la letra y el espíritu de tal documen-

to. Bajo esta perspectiva, nos preocupa la afirmación presidencial de que no establecerá el estado de sitio. Siguiendo una tradición de este gobierno de negar con los hechos lo dicho con elocuencia, lo más probable es que muy pronto estemos sometidos a un régimen de excepción violatorio de todas las libertades.

—Muchos de los últimos actos de gobierno señalan la pérdida de toda prudencia. Un gobernante debe tomar sus decisiones inspirado por el cerebro y el corazón. Cuando sus actitudes nacen del hígado, el pueblo comienza a sentirse en manos poco responsables y la inseguridad crece. Esperamos, ya sin motivos lógicos que sostengan esa esperanza, que el gobierno en su conjunto comprenda que ha tomado un rumbo que pone en peligro lo logrado en muchos años de esfuerzo, finalizó diciendo el vicepresidente de la Cámara de la Libre Empresa.



□ Julio Ligorria.

## Secretario de OEA hacia Managua

□ **Estuvo de paso en Guatemala para participar en pláticas de paz.**

GUATEMALA, 25 de mayo (DPA).— Joao Baena Soares, el secretario general de la Organización de Estados Americanos (OEA), llegó esta noche (local) a Guatemala en viaje hacia Managua/Nicaragua, donde participará en las con-

versaciones entre los rebeldes antisandinistas de la "contra" y el gobierno de ese país.

En breves declaraciones, Baena Soares manifestó su esperanza de que en esta nueva reunión puedan eliminarse obstáculos y aprobarse

medidas pacíficas para evitar la confrontación armada en Nicaragua.

Por su parte, el embajador nicaraguense en Guatemala, Ricardo Zambrana, quien estuvo a recibir a Baena Soares en el aeropuerto, declaró que los dirigentes de la "contra" nicaraguense



# Cerezo expone sus razones

## □ Argumenta violaciones de Derechos Humanos para justificar cierre de Canal 3.

El presidente Cerezo informó ayer, en conferencia de prensa, sobre las razones que tuvo el gobierno para suspender temporalmente el Canal 3, y cuya consecuencia es la suspensión del noticiero de televisión "Aquí el Mundo".

Cerezo dijo que a través del canal se han estado transmitiendo diversas informaciones que no constituyen información de hechos sino desinformación. Esta vez, dijo, dirigida básicamente a enfrentar a los guatemaltecos, a provocar la división de la familia guatemalteca y a cometer actos de ilegalidad.

El presidente agregó que es un acto de ilegalidad respaldar y plantear de cualquier manera el rompimiento del orden constitucional. También tratar de utilizar cualquier mecanismo que no esté establecido en la Constitución para la corrección la crítica de la determinación sobre quien debe dirigir los destinos del país.

## □ Tratado sobre los Derechos Humanos.

Cerezo dijo que la decisión del gobierno se basó en un tratado internacional sobre los deberes de los Estados y Derechos protegidos en el orden de los derechos humanos.

Agregó que en el artículo 13 de ese tratado se señala con claridad que son violación de derechos humanos las informaciones que están dirigidas a dividir a la familia guatemalteca o a una sociedad determinada. O a cometer actos ilegales.

Dijo que el artículo dice así: "Estará prohibido por la ley toda propaganda en favor de la guerra y toda apología del odio nacional, racial o religioso, que constituyan incitación a la violencia, o

cualquier otra acción ilegal.

## □ Las frecuencias son del Estado

Cerezo recordó que las frecuencias son propiedad del Estado y lo que se da es un derecho a usar esas frecuencias para informar a la ciudadanía y cumplir con el requisito y el deber de permitir la libre información del pensamiento. También la libre información de las noticias y los acontecimientos.

Pero no, dijo con énfasis, la incitación a los actos ilegales.

Explicó que en función de esa decisión el Estado utilizó una decisión de carácter administrativo. Esta es suspender el uso de una frecuencia que le pertenece al Estado. Aclaró que el gobierno no se ha metido con la empresa, no se le ha intervenido.

Lo único que hizo fue ejercer un derecho del Estado de suspender el uso de una frecuencia que se estaba utilizando a impulsar el odio nacional.

Cerezo aseguró que se hizo temporalmente, porque se pretende crear una conciencia de que no se debe motivar ningún acto que es-



□ EL PRESIDENTE CEREZO ofreció ayer una conferencia, en la antesala de su despacho, para informar sobre los motivos que tuvo el gobierno para suspender temporalmente la frecuencia de canal 3. Afirmó que a través del mismo se transmitían informaciones tendientes a cometer actos de ilegalidad, y a romper el orden constitucional. (Foto de Luis García).

te dirigido a romper un orden constitucional establecido, de una manera directa o indirecta.

El presidente reconoció

que la Empresa tiene la facultad de ejercer sus derechos de recurrir administrativamente ante el Estado, o ante los tribunales.

## Hoy arranca jornada de vacunación

Hoy por la mañana a partir de las 8:00 horas, será inaugurada la jornada de vacunación que comprenderá dos días consecutivos, 21 y 22 del presente mes, es decir, sábado y domingo.

La inauguración estará a cargo del Presidente Cerezo, acompañado del doctor Carlos Gehlert Mata, ministro de Salud Pública y Asistencia Social.

El acto correspondiente se desarrollará en el salón comunal de la colonia Jesús de la Buena Esperanza, zona 6 de la capital, abajo del puente Belce.

Con este acto arrancará la jornada que se desa-

rollará a nivel nacional, pues abarcará toda la república en forma simultánea. Para el efecto previamente fueron despachadas todas las vacunas al interior del país, mediante la organización de un "sistema frío" que garantizará la eficacia de las vacunas que se aplicarán.

El propósito en esta ocasión es sobrepasar una meta de un millón de niños en la primera dosis, y cuyo refuerzo se efectuará en el mes de junio. Tras ello se contempla un plan de seguimiento para incluir a todos los niños que, por una u otra razón, no sean inmunizados en esta ocasión.

Marta Altolaguirre

# “Una amenaza para los otros medios”

Las acciones del gobierno en contra de “Canal 3” y el telenoticiere “Aquí el Mundo”, llevan implícita una amenaza a los demás medios de difusión para que limiten las opiniones y las noticias que cuestionen los errores de la administración Cerezo, denunció la secretaria general del Partido Nacionalista —PANAC—, Lioda Marta Altolaguirre.

La dirigente observó que como consecuencia, “selemente se transmitirá al público algún comentario tibia que no cause molestia en los funcionarios de gobierno. Va también implícita la censura al derecho a informar y expresarse, ya que todo lo que se señale, con claridad,

los desmanes del oficialismo, será calificado como atentatorio al proceso de democratización...”

Hizo ver que quien analice, detenidamente, los efectos en los medios después del arbitrario castigo a “Canal 3” encontrará que, efectivamente (esas acciones) ya han logrado su objetivo, puesto que, a excepción de un medio escrito, y algunos radioperiódicos, el resto de órganos informativos están siendo dominados por los lineamientos oficiales.

Cuestionó la dirigente que “en la televisión es deprimente ver cómo la gran mayoría de los anuncios que ocupa el espacio co-

mercial la constituyen mensajes del gobierno y, en las otras noticias, se limita a entrevistar a funcionarios y personas afines”.

Marta Altolaguirre agregó, que “por supuesto se permitirán las expresiones de las organizaciones que sin ser formalmente parte del partido verde, se conducen con un cierto congraciamiento hacia las acciones del gobierno, para permanecer dentro de la línea que de alguna forma reciben favores del oficialismo”.

□ Marta Altolaguirre.



en el aeropuerto, cuando que los dirigentes de la “contra” nicaragüense tienen garantía de libre movilidad en Managua para reunirse con los partidos políticos opositores, visitar el diario “La Prensa” de oposición al gobierno, la Iglesia Católica y cualquier actividad que deseen tener.

Zambrana subrayó que el gobierno de Nicaragua desea que de estas conversaciones surja un entendimiento que lleve a la paz en Nicaragua y que los nicaragüenses miembros de la “contra” se reintegren a la vida política pacífica en su patria.

□ Soares.



# "Cierre de Canal 3, una actuación impolítica"

Guatemala, 26 de mayo.- El Director y Gerente General de Prensa Libre, Periodista Pedro Julio García calificó de arbitraria e inconstitucional la medida tomada contra Canal 3 al dejarlo fuera del aire temporalmente.

En breve declaración del destacado periodista, quien es Presidente honorario de la Cámara Guatemalteca de Periodismo, en los pasillos de Prensa Libre acepta responder mientras lo abordamos antes de ingresar a una reunión interna del directorio de la empresa, para conocer su opinión sobre la suspensión de Canal 3 y sus efectos en el telenoticiero "Aquí el Mundo".

El licenciado Pedro Julio García, dijo: "Lo ocurrido es un acto de arbitrariedad. De prepotencia totalmente ilegal. Se ha acudido a una Convención de Derechos Humanos para valerse los Derechos Humanos.

"Y lo que es peor todavía —agregó— se ha puesto por encima de preceptos fundamentales para el guatemalteco, como es la Constitución de la República un instrumento que está hecho a

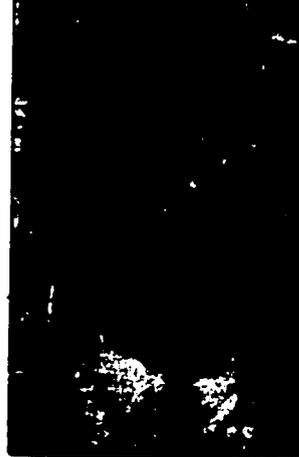
nivel internacional para proteger a la ciudadanía de este y de todos los países.

"Es lamentable, que así ocurra, porque se nota que el Presidente está muy mal aconsejado en materia jurídica. Si quería enfrentar las acciones periodísticas de "Aquí el Mundo", debió haber comprendido que lo aplicable es la Ley de Emisión del Pensamiento.

La Ley de Emisión del Pensamiento regula todo lo relativo al uso del derecho de Emisión del Pensamiento. Por ejemplo lo que se refiere a las publicaciones sediciosas, a las publicaciones subversivas, lo que se refiere a las publicaciones contra la moral, etc.

De modo —continuó— que allí estaba el instrumento adecuado para poner a "Aquí el Mundo" frente a los jueces. Pero tal como lo han hecho, es una alcaldada, "una triste alcaldada". Porque ésto me recuerda lo que decían las viejitas de antes: "para matar la pulga quemar la cocha".

Y eso es absurdo. Es una paradoja terrible. Lo lamento como periodista, y lo lamento como guatemalteco;



□ Pedro Julio García: "Es lamentable".

y espere que la situación de Canal 3, y de "Aquí el Mundo" se dilucide y se ponga en claro muy pronto, para bien de la legalidad y de la democracia.

Preguntado el licenciado Pedro Julio García, sobre los efectos que como precedente ésto tendría en el orden jurídico, el profesional periodista expresó: "Si ésto se pasa sin que nosotros sentemos protesta, claro que será un precedente. Si nos dejamos, claro que lo será. Si no acudimos a todos



□ Dr. González Quezada: "La medida impolítica".

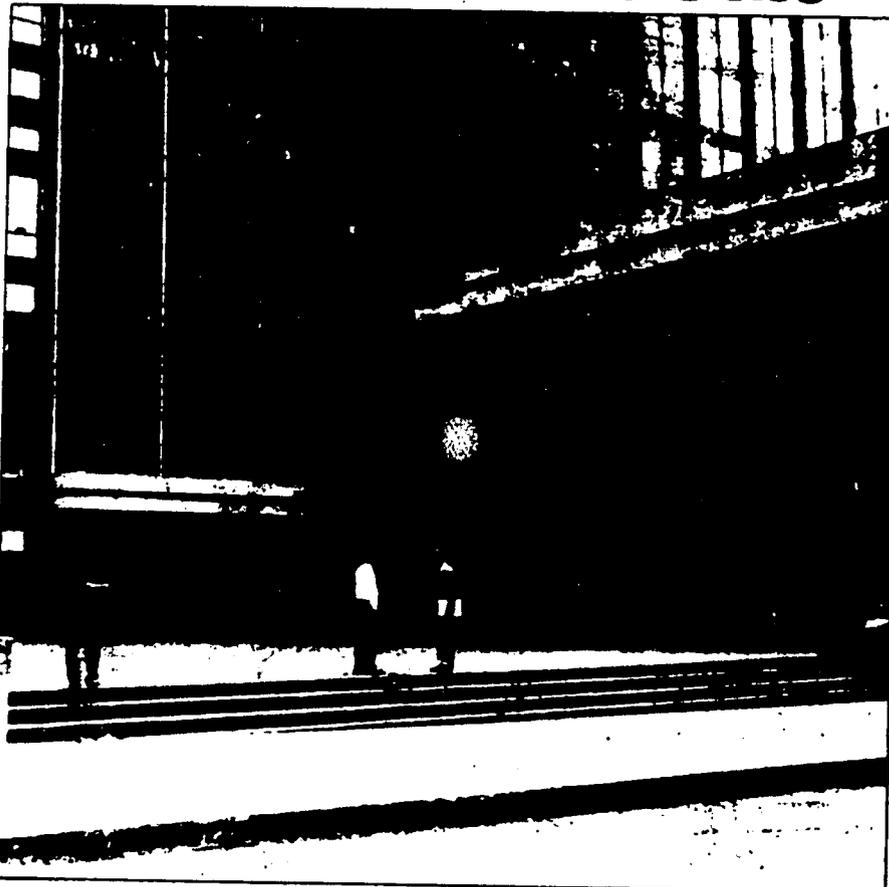
los recursos legales sería muy fácil que en próxima oportunidad vuelvan a citar una Convención Internacional con desatendimiento de la legislación interna del país. Así que todo depende de nosotros. Nosotros somos quienes debemos luchar y pelear a brazo partido para que ésto no sienta precedente, y quede conceptualizado como una arbitrariedad, como un acto inconstitucional que no puede ser tolerado".

**Cierre de Canal 3:**

# Una acción inconstitucional

□ No se le citó, oyó ni venció en juicio, dice presidente de la APG.

## Inactividad en el Centro Cívico



□ AYER LUNES, día que por lo general está lleno de intensa actividad administrativa, el

Centro Cívico lucía desierto, como en un día de feriado, debido a la disposición de suspender las labores en el sector público, debido a la ola sísmica que ha venido estremeciendo a la capital. Así lucía ayer la plazoleta del edificio de Finanzas, que generalmente es escenario de febril movimiento. (Foto de Nery García).



Guatemala, 24 de mayo. El cierre de Canal 3 de parte del gobierno es inconstitucional, porque no se cumplió con dar a la empresa la oportunidad de

□ Cifuentes Aguirre declaró que no se le citó, oída ni vencida en juicio; declaró a EL GRÁFICO el periodista Héctor Cifuentes Aguirre, de la Asociación de Periodistas de Guatemala.

Por otro lado, agregó, tampoco se hizo uso de Ley de Emisión del Pensamiento, que es la que regula los delitos cometidos por los medios de comunicación.

Cifuentes Aguirre dijo que la APG inmediatamente que se dio el cierre de Canal 3 se pronunció firmemente, condenando en forma enérgica la medida adoptada por el gobierno. Ante todo, agregó, porque viola la convención de los Derechos Humanos que fue en la que se basó la disposición de cierre de aquel canal de televisión.

Si bien es cierto, dijo Cifuentes Aguirre (y así lo expresó plenamente la APG) la Convención de los Derechos Humanos prohíbe usar

**RAPIDEZ  
EFECTIVA**

**APPENDIX E**

August 16, 1988

Mr. Mark Rasmuson  
Academy for Educational Development  
1255 23rd Avenue N.W.  
Washington, D.C. 20037

Dear Mr. Rasmuson:

Selecting and promoting the use of an appropriate container for measuring and mixing ORS and water have been central objectives of the health professionals involved in encouraging the use of ORS in Guatemala. Last April, the staff of Project SUPPORT, managed by PATH, conducted a simple pretest of two sets of illustrated mixing instructions. The instructions were identical in all respects except one. In the first set, a liter bottle was pictured; the other set showed a 350-ml bottle. Results of the pretest indicated that some respondents had difficulty measuring an accurate amount of water, irrespective of the container portrayed and, in some cases, prepared a solution that was over-concentrated and potentially dangerous.

To answer some of the questions brought up in the original pretest, further investigations into the issue of appropriate container use and measurement have been initiated. In coordination with HEALTHCOM and the Annenberg School of Communication, Project SUPPORT has developed a three-tiered survey designed to determine: 1) if there is a standard container found in most Guatemalan households; 2) if a standard container is found in most households, will it in fact be used to measure the water to mix the ORS solution? and 3) which pictorial instructions are easiest to understand, the instructions showing the 1-liter bottle or the three 350-ml bottles, and whether those bottles are actually used to measure the water volume to mix the ORS solution. The methodology, objectives, and instruments have been reviewed and approved by the Annenberg School of Communication. For more detailed information, please refer to the enclosed description of the project.

At this point Project SUPPORT will begin to solicit bids from firms in Guatemala which are qualified, interested in implementing the survey, and would be able to conduct the survey within a reasonable time period. The two firms being approached are GSI and Data Pro. These two firms have been selected based on their experience in conducting surveys of the type proposed, the qualifications of their staff, and because of recommendations from the Annenberg School of Communication. The firm chosen will be responsible for the development of a national sample representing all segments of the population. Once a firm has been chosen, the members of

Mr. Mark Rasmuson  
August 16, 1988  
Page 2

the survey team will be trained with assistance from PATH before the survey is implemented.

If you have any questions or concerns regarding the project, please contact either Casey Margard or me by August 26.

Sincerely yours,



Barbara Crook  
Assistant Program Officer

BC:ss  
Enclosure  
CBC0029L

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### THREE-TIERED CONTAINER SURVEY IN GUATEMALA

A major problem with the introduction of ORS use in Guatemala has been the ability of ORS promoters to determine a common standard container, preferably one which would measure a liter volume. Once a standard container is determined, is that same container found in most households? Further, if the standard container is found in most households, will it actually be used to mix the solution? If it is not, why not?

These questions will be examined in the course of three surveys to be conducted in Guatemala in 1988. To determine the best container for measuring the volume of water to mix ORS, first a small exploratory survey will be conducted in 10-15 markets and stores in regions throughout Guatemala, including extremely rural, isolated areas. The market container survey will ascertain which containers are sold most often, which of those sold most often have a standard measure, and of those, which are capable of measuring a liter volume. To determine the most common standard containers, the survey will look both at products sold in standard containers (such as salsa) and simple containers such as glasses. The survey will also explore the common names for these containers.

After the market container survey is completed and the most common containers selected, a container survey in households and a small pretest of instructions for use on the ORS packet will be conducted concomitantly. The container survey in households will be conducted to find out if the same "standard containers" (some of which may be capable of measuring a liter) sold most often in stores are also available in the households. If there is a "standard container" which is both available and accessible in stores and also commonly found in households, potential ORS users can be taught to use it to mix ORS at safe levels.

This household survey of containers will take place throughout Guatemala by developing a representative sample which includes remote, rural areas. The sample will involve approximately 300 respondents. Basically, respondents will be asked if they have the "standard containers" in their house, and if so, what is the common name for it.

This household container survey will be coordinated with a small pretest of instructions on the packet of ORS currently distributed by Adamed. All respondents in the sample will be asked the container questions, whereas a smaller percentage of the sample will be asked to respond to the pretest questionnaire. The household container questions will be asked after the pretest questions to avoid contamination of survey results.

All three surveys (the market container survey, the household container survey, and the pretest of instructions) will have separate objectives, methodology, and questionnaires (see attached).

## **INSTRUMENT FOR PRETESTING PICTORIAL INSTRUCTIONS FOR LITROSAL**

### **OBJECTIVES**

#### **Determine Container Use Based On Instructions**

1. Determine which of the two sets of pictorial instructions is easier for the respondent to understand, the set showing a 1-liter bottle or the set showing three 350-ml bottles.
2. Determine if the respondents use the same containers illustrated in the instructions.
3. Determine, if respondents do not use the containers illustrated in the instructions, what containers are commonly used to measure and to mix the water for the solution. Why are they used instead of the illustrated containers?
4. Determine how accurately the respondents prepare the ORS solution, regardless of the container used.

#### **Improve Interpretation Of Instructions**

5. Determine how the respondents interpret the illustrations' message.
6. Determine if there is written text in the instructions which is not understood by respondents. If so, what exactly is not clear, and how can it be improved?
7. Determine if there are confusing concepts in the instructions and, if so, ways of eliminating/clarifying them.
8. Determine if there is a difference in the accuracy of measurement between literate and nonliterate respondents.

### **METHODS**

1. "Respondent" is defined as the person in the household with major responsibility for care of the children.
2. Criteria for screening appropriate respondents:
  - a. Have primary responsibility for caring for the children in the home
  - b. Have at least one child under the age of five.

All respondents must meet these two criteria in order to be qualified as an interviewee.

3. To determine the literacy ability, respondents will be asked to read aloud the text. They will then be categorized by the interviewer according to their ability to read specific key words.
4. The sample will be divided as follows:
  - 50% of the sample will be exposed to the "1-liter, single bottle" instruction, and
  - 50% of the sample will be exposed to the "three 350-ml bottles" instruction.
5. The respondents will be given the packet of ORS with the instructions and asked to mix the solution without coaching from the interviewer.
6. After the respondents mix the ORS solution, the interviewer will note the following:
  - the container used to measure;
  - the volume of the oral rehydration solution mixed by respondent;
  - if there is a container in the house which replicates the container in the drawing (if it is a bottle, what is its volume); and
  - if there is a container in the house which replicates the container in the illustrated instructions, but which was not used to measure the water for the ORS solution, and if so, why not?
7. The respondents will be asked a series of questions about their comprehension of the illustrations with the text exposed. Next, questions related specifically to comprehension of the text will be asked.
8. If the respondent is not literate, instructions will be read to her. If the respondent is literate, she will be asked to read aloud the instructions to determine her comprehension of key words.
9. Additional questions on comprehension and improvement will be asked primarily to determine areas of confusion and elicit suggestions for improvement.

**PRETESTING  
Questionnaire**

**SECTION A**

"Good day, my name is \_\_\_\_\_. We are working to develop a new treatment to help children who are sick from diarrhea. Many children in this community suffer from this illness; would you to help us by answering some questions?"

1. "Are you responsible for caring for the children in your home?" Y/N (If respondent replies "Yes," continue with question #2.)
2. "Do you care for children under five years old?" Y/N (If respondent answers "Yes," continue with the following information.)

"We are developing instructions to put on the packets of to help mothers who have children with diarrhea. We need your help in improving the instructions on the packet."

3. "Are you familiar with a solution made from water and medicine to help children with diarrhea (oral rehydration solution)?" Y/N (If the respondent answers "No," skip #4 and #5.)
4. "Have you ever given oral rehydration solution to your children for sickness from diarrhea?" Y/N
5. "Have you heard how to prepare it?" Y/N (If yes, ask the respondent how she would prepare the solution.)

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(If the respondent knows how to prepare the ORS solution correctly based on the response to question #5, she should be excluded from the survey.)

"You have been so kind to answer these questions. Do you have about 1/2 hour to talk with me more about mixing this medicine for sick children? I would really appreciate your help and opinions. They would be very helpful in improving the product and in helping other mothers treat children sick with diarrhea."

**SECTION B**

1. Date \_\_\_\_\_
2. Name of respondent \_\_\_\_\_
3. Location \_\_\_\_\_
4. Name of interviewer \_\_\_\_\_

**SECTION C**

"Can you show me how to prepare the solution by following the instructions?" (Give the envelope of ORS to respondent. If she prefers, allow her to hold the instructions during preparation.)

Observation:

1. Type of container used to measure the water \_\_\_\_\_
2. Volume of water used (measure the volume of the solution mixed by respondent.) \_\_\_\_\_ ml

3. Were all the contents of the envelope poured into the water?

Yes \_\_\_\_\_ No \_\_\_\_\_

4. Was the ORS mixed sufficiently so that all of it was thoroughly dissolved in the water?

Yes \_\_\_\_\_ No \_\_\_\_\_

5. Ask the respondent:

"If you had mixed this for your sick child, what would you do with the leftover solution?"

- a. Throw it out \_\_\_\_\_
- b. Continue to give it to the child until it is used up \_\_\_\_\_
- c. Other \_\_\_\_\_

6. "Do you know how long the solution is good? (Indicate time.)

\_\_\_\_\_

**SECTION D**

1. "Do you know how to read?" Y/N (If respondent responds affirmatively, ask her to read aloud the text of design 1 instructions. Determine the number of "key words" she has read and comprehended. If respondent does not know how to read, interviewer reads instructions slowly and asks respondent if instructions are understood. If respondent is affirmative, go to 1.1. If respondent does not understand, read the instructions a second time, then go to 1.1.)

1.1 The respondent is able to read/understand the following "key words" (check the "key words" read and understood):

- a. measure \_\_\_\_\_
- b. liter \_\_\_\_\_
- c. put \_\_\_\_\_
- d. stir \_\_\_\_\_
- e. contents \_\_\_\_\_
- f. give \_\_\_\_\_

1.2 Note which words are difficult.

a. Difficult words

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**SECTION E**

After the respondent mixes the solution, ask the following questions related to the drawings and the text.

1. "When you used the instructions, did you rely on the drawings or just the text?"

- a. text \_\_\_\_\_ b. drawings \_\_\_\_\_ c. both \_\_\_\_\_

"The drawings and text which are printed on the packet are designed to help women in your community understand how to use the medicine. I would like to know what they mean to you."



**One-Bottle Drawing**

**2. Questions specific to one-bottle design illustrations**

2.1 "Please look at these instructions and tell me what you see in each drawing." (Indicate each drawing and write what the respondent describes.)

a. Drawing 1

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a.1 What size is the bottle? \_\_\_\_\_

a.2 How can you tell what size it is? \_\_\_\_\_

b. Drawing 2

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c. Drawing 3

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2.2 "Can you tell me what the series of drawings is about?" (Note the respondent's answer.)

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2.3 "Do the drawings tell you to do anything?" Y/N (If yes) "What are they telling you to do?"

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**3. Questions related to the text of the instructions**

3.1 "Now let's return to the instructions that we read before." (If respondent does not remember textual instructions, either have her read them again, or read them to her.)

"Are there any words which other mothers may have problems understanding?" Y/N (If yes, note below which words the respondent points out below. If necessary, give the respondent the correct meaning of the word, and then ask her what word she would use to better convey the message.)

Word not understood

Substitute word

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3.2. "What does the text mean to you in your own words?"

\_\_\_\_\_  
\_\_\_\_\_

3.3. "Can you tell me which parts of the text are unclear, if any?"

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**SECTION F**

**1. Appropriate container issues**

1.1 If respondent did not use the "appropriate" container to measure the solution, ask: (gesture toward the drawing of the bottle): "Do you have a container like this in your house?" Y/N (If yes) "Will you please show it to me?"

A. Type of container shown:

1. Bottle \_\_\_\_\_ (size in ml)

2. Other \_\_\_\_\_ (size in ml) Please describe the "other" container \_\_\_\_\_.

(If the answer is "No," ask:) "Do you ever use a bottle like this in your house?" Y/N (If yes) "Where is it now?"

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- 1.2 If respondent has the "appropriate container" in the house but did not use it, ask (referring to the bottle she used): "Why did you choose to use this bottle?"

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- 1.3 Explain that we are thinking of using a bottle in the pictorial instructions different from the one she used; maybe she could tell us why she chose not to use the bottle in the pictorial instructions and what her ideas about a container for use in pictorial instructions are:

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## SECTION G

### Additional comprehension/improvement questions

1. "Are there any drawings or ideas which are confusing?" Y/N (If yes, ask the respondent to indicate what they are; how would she change them to make them clearer?)

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2. "What suggestions do you have to improve the drawings so that mothers would learn to use the mixture correctly?"

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Additional Observations (Please note any additional observations which could be used to design clear instructions in the use of ORS.)

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## EXPLORATORY MARKET SURVEY OF CONTAINER USE IN GUATEMALA

A major problem with the introduction of ORS use in Guatemala has been the ability of ORS promoters to determine what a common, standard measure (preferably of a liter volume) is in the country. Without a standard measure, it is very difficult to ascertain which container should be promoted to measure the water with which the packet of ORS salts is mixed.

It is our intention to determine through a preliminary, exploratory market survey (this is not intended to be a quantitative survey), the standard containers which are easily available/accessible in stores, and of those, which ones measure a liter or part of a liter. Once this is done we will determine, in a separate survey, if those containers are also commonly found in households throughout areas of Guatemala, including the most remote areas. If they are, then one of those would clearly be an appropriate container to promote for the correct measurement of water to mix ORS.

### OBJECTIVES

1. Determine what standard containers and products in standard containers are sold most often in stores throughout Guatemala.
2. Determine, of the standard containers and products in standard containers sold most often, which ones hold either a complete or partial volume of a liter.
3. Determine the commonly used name for the standard containers and products in standard containers sold most often.

### METHODOLOGY

1. Survey 10-15 stores in areas randomly selected throughout Guatemala, including remote, rural areas.
2. A "standard" container is a container in which all replicas measure the same volume.
3. The interviewer will look at the containers in the store and determine which of the containers are standard. Of the containers which are standard, the interviewer will then determine if the container is capable of measuring a liter.
4. The interviewer will make a complete list of the most common standard containers and products found in standard containers identified in this survey.

5. The interviewer will ask the following questions of the store owners:
  - a. What products in what containers do you sell the most?
  - b. What containers do you sell the most?
  - c. What do you call these containers and products? (What is the common name for them?)

## MARKET SURVEY Questionnaire

"Good day. My name is \_\_\_\_\_. I'm working with a company which is trying to identify local containers for use in preparing a treatment for sick children. I'd like to know about containers and products which you sell to the community. Would you mind if I look at some of the products in your store?"

1. (The interviewer will look thoroughly at the products and containers in the store and determine which of them are "standard" containers and, of those, which could measure a liter volume. A complete list of the standard containers and products in standard containers will be made at that point)

List of Standard Containers/Products

Volume of Containers

A. \_\_\_\_\_  
 B. \_\_\_\_\_  
 C. \_\_\_\_\_  
 D. \_\_\_\_\_  
 E. \_\_\_\_\_  
 F. \_\_\_\_\_  
 G. \_\_\_\_\_  
 H. \_\_\_\_\_

A.1 \_\_\_\_\_  
 B.1 \_\_\_\_\_  
 C.1 \_\_\_\_\_  
 D.1 \_\_\_\_\_  
 E.1 \_\_\_\_\_  
 F.1 \_\_\_\_\_  
 G.1 \_\_\_\_\_  
 H.1 \_\_\_\_\_

1. "First, could you tell me which of these you sell the most?"  
 (Interviewer reads list of products and containers and circles those in the list above which are sold most often)
2. "What is the common name for the standard containers and products in standard containers which you sell the most?"

Product

Common Name

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

Container

Common Name

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

3. "Given your experience, can you suggest any other standard containers which are well known in this community?"

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## CONTAINER SURVEY IN GUATEMALAN HOUSEHOLDS

### OBJECTIVES

1. Develop a representative sample of households in Guatemala.
2. Determine if households in the sample have the same standard containers capable of measuring a liter which were designated most commonly available by the market container survey.
3. Determine the common name for the standard containers in that particular region of the country.
4. If the respondent does not have the standard container in the household, determine what she/he would use to measure a liter.

### METHODOLOGY

1. Develop a representative cluster survey which would include a sample of approximately 300 households throughout Guatemala, including remote, rural areas.
2. Interviewers would travel to sample areas and interview respondents in their homes.
3. When asking the questions regarding which standard containers are available in the household, the interviewer will show the respondent a sample of the container to insure that they understand exactly which type of standard container is being discussed.
4. If the respondent responds affirmatively that they have a specific standard container, she/he will then be asked to show it to the interviewer. The respondent will then be asked the local common name for the container.
5. After the kinds of containers available in the household are determined, the interviewer will then ask if any of those containers would be used to measure a liter; if so, which ones.

**HOUSEHOLD CONTAINER SURVEY  
Questionnaire**

"Good day, my name is \_\_\_\_\_ and I would like to ask you a few questions. I'm working for a company which is interested in the different types of containers in your house. The information we get from you will help us improve medicine for children who are sick. Would it be possible to give me a few minutes of your time?"

1. "Could you please look at these containers and tell me which ones you have in your house?" (Show the sample containers to the respondent one by one. Ask the respondent to show you the container which matches your sample. If it is not available or not exactly the same container, do not place an X next to the container.)

**SAMPLE CONTAINERS**

(Place "x" if matching container is shown to the interviewer)

(If a different container is shown, write what it is)

A \_\_\_\_\_  
B \_\_\_\_\_  
C \_\_\_\_\_  
D \_\_\_\_\_  
E \_\_\_\_\_

A1. \_\_\_\_\_  
B2. \_\_\_\_\_  
C3. \_\_\_\_\_  
D4. \_\_\_\_\_  
E5. \_\_\_\_\_

- 1.1 "Could you please tell me the common name for each of the containers which you are familiar with? In other words, what do you normally call these containers?"

CONTAINER	COMMON NAME
A	_____
B	_____
C	_____
D	_____
E	_____

2. "Could you please tell me which of these containers you would use to measure a liter?" (Place the letter(s) of the sample container in the blank.) \_\_\_\_\_

- 2.1 (If the respondent is not sure what a liter is, ask:) "Can you please tell me which container you would use to measure water?"

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**APPENDIX F**

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