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AIDSCOM

Brazil Implementation Plan

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**AIDS Public Health
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Contents

Abbreviations

I.	AIDSCOM Project Background	1
II.	Brazil Project Background	2
	A. Overview/History of HIV/AIDS in Brazil	2
	B. Objectives	2
	C. Collaborating Institutions and Organizations	3
	D. Constraints	3
	E. Summary of AIDSCOM Activities to Date	4
	1. AIDS in the Workplace	4
	2. Materials Development Training	4
	3. Operations Research	4
	4. Women and AIDS	5
III.	Communications Plan	5
	A. Communications Objectives	5
	B. Research Strategies	5
	1. Bisexual Men	6
	2. Women	6
	3. Street Children	6
	C. Communication Strategies	7
	1. AIDS in the Workplace	7
	2. Prevention Activities for High Risk Populations	8
	3. Prevention Communications for Youth	8
	4. Video Training for Health Professionals	9
	D. Collateral Activities	9
	1. Training Plan	9
	2. Materials Development and Distribution Plan	10
IV.	Institutionalization Strategy	10
V.	Implementation Schedule	11
VI.	Management Plan	12
VIII.	Evaluation Plan	13

Abbreviations

AED	Academy for Educational Development
AIDSCOM	AIDS Public Health Communication Project
IEC	Information, Education, and Communication
IVDU	Intravenous Drug Use
MOH	Ministry of Health
NAC	National AIDS Committee
NGO	Non-governmental Organization
PVO	Private Voluntary Organization
PWA	Person(s) with AIDS
STD	Sexually Transmitted Disease
USAID	United States Agency for International Development
WHO/GPA	World Health Organization Global Programme on AIDS
WID	Women in Development

Brazil Implementation Plan

I. AIDSCOM Project Background

In 1987, the United States Agency for International Development (USAID) initiated a new project to develop research communications for AIDS prevention. The Academy for Educational Development (AED) received the contract to implement the project under contract number DPE-5972-Z-00-7070-00, AIDS Technical Support: Public Health Communication Component (AIDSCOM). The Academy's partners in this endeavor are The Johns Hopkins University, Porter/Novelli, the University of Pennsylvania/Annenberg School of Communications, and the Prism Dae Corporation.

AIDSCOM is an initiative of the Offices of Education, Health, and Population of the Bureau for Science and Technology, its regional bureaus and country USAID Missions to assist National AIDS Committees in their fight against AIDS. This project builds upon USAID's successful experience with social marketing and public health communication to create a model uniquely suited to the needs of AIDS prevention in a country-specific context. AIDSCOM works closely with AIDSTECH, USAID's program of general technical support, to complement the World Health Organization's leadership in global AIDS prevention and control.

AIDSCOM is primarily an operations research and communications project led by professionals who have worked on AIDS since the early days of the worldwide pandemic.

The purpose of AIDSCOM is to develop and demonstrate effective public health communication strategies and methods for the control and prevention of AIDS the developing world. AIDSCOM applies and further develops the use of public communication strategies, prevention counseling approaches, and condom marketing methods to inform people about HIV infection, how it is and is not spread, and to understand, motivate, and support the process of adopting specific risk reduction behaviors to prevent the further spread of HIV infection.

II. Brazil Project Background

A. Overview/History of HIV/AIDS in Brazil

Brazil has more AIDS cases than most countries of the world. More than 18,763 cases were reported to the World Health Organization (WHO) from 1980 to 1991. Most of these were sexually transmitted. Forty-four percent of women who were sexually infected are reported to have had a bisexual partner. The male-to-female ratio has shifted from 27:1 in 1985 to 8:1 in 1991; in Sao Paulo it is 6:1. Transmission through contaminated blood and blood products remains a problem, and transmission through intravenous drug use (IVDU) is of growing concern. The number of babies infected through perinatal transmission is also growing rapidly.

The National AIDS Committee (NAC) of the Ministry of Health (MOH) has developed a Medium-term Plan. HIV/AIDS prevention efforts have focused on developing a national media campaign, assuring the quality of blood supplies, and establishing services for persons with AIDS (PWAs). Little research has been conducted, either behavioral or epidemiological. Many non-governmental organizations (NGOs) are involved in AIDS prevention in Brazil, as are many private sector industries. Unfortunately, there is only limited collaboration between the government and these private sector initiatives.

Until mid-1990, legislation limited the kinds of activities that USAID and its contractors could develop in Brazil. USAID could provide training only to all counterparts, with the exception of certain family planning institutions with which it had previously established working relationships. Legislative changes in 1990 exempted AIDS prevention programs from those restrictions, thus significantly broadening the scope of allowable activities.

B. Objectives

When AIDSCOM staff first visited Brazil in 1988, numerous public-and private-sector AIDS prevention activities were already underway. Because of the relatively limited resources available for AIDSCOM work in Brazil, especially in relation to the country's size and the complexity of the AIDS prevention effort, project staff decided to focus on providing training and technical assistance to strengthen a select number of institutions that already had HIV/AIDS prevention programs.

To date, AIDSCOM's program in Brazil has focused on training NGOs and private sector organizations in communications methodology and social marketing. The project also has helped NGOs to develop and institutionalize

communications research skills. Presently, efforts are being expanded to support a series of behavioral research activities that focus on high risk populations.

C. Collaborating Institutions and Organizations

AIDSCOM has provided technical assistance to the MOH National AIDS Committee. In addition, the project has collaborated with the following organizations.

- Brazilian IPPF affiliate and largest family planning NGO in Brazil (BEMFAM)
- The Prostitute Association of the State of Rio de Janeiro
- The Brazilian Center for the Defense of the Rights of Children and Adolescents (SOS-Crianca)
- The Federation of Industrial Employees of the State of Sao Paulo (FIESP)
- ATOBA, a gay community organization
- The NAMES Project of Brazil
- The Center for Sexology Research (CESEX)
- Drug Abuse Research Group at the Hospital das Clinicas in Sao Paulo (GREA)
- Banking Consortium for the Prevention of AIDS
- Partners of the Americas-Brazil
- The AIDS Support Group of Sao Paulo (GAPA)
- The Brazilian Interdisciplinary AIDS Association (ABIA)
- Sao Paulo AIDS Reference Center
- The Center for Immunological Research (CCII)

Representatives of many other private sector institutions have also participated in AIDSCOM training workshops.

D. Constraints

Assistance to Brazil is proscribed under Sections 669 and 670 of the FAA, which are related to countries not providing safeguards for nuclear technology and processing, and by Section 620 of the FAA and Section 518 of the Appropriation Act (Brooke Amendment) concerning default on loan payments. In Brazil before 1990, there were two exceptions. One permitted training activities. The other allowed USAID to support some activities by family planning organizations that were seeking to reduce the incidence of sexually transmitted diseases (STDs) and had received USAID assistance since before 1983. In mid-1990, HIV/AIDS prevention activities were exempted

from the restrictions, thus significantly broadening the potential scope for USAID and AIDSCOM work in Brazil.

Brazil's unpredictable economic climate has limited the ability of some organizations to conduct long-term planning and make the financial commitments necessary for implementing projects. This has had greatest impact on projects that rely on local financing. Within the NGO community, a limited number of funding sources limits opportunities for sustainability.

E. Summary of AIDSCOM Activities to Date

In Brazil, AIDSCOM provides assistance in several areas, including training, materials development, behavioral research, and workplace interventions.

1. AIDS in the Workplace

AIDSCOM is working with FIESP and SESI, organizations that represent industrial employees in Sao Paulo, to assess existing AIDS prevention training activities in the workplace and to help refine their training module. The work is being implemented through a Letter of Agreement between FIESP, SESI, and the Academy for Educational Development (AED). It will involve qualitative and quantitative research to assess the existing program, redesign components of the program as needed, and implement and evaluate the modified program at selected sites.

2. Materials Development Training

Through BEMFAM, an affiliate of the International Planned Parenthood Federation in Rio de Janeiro, AIDSCOM is training three local NGOs in materials development and implementation of interventions for select populations. Focus group moderators have been trained and several focus group discussions were held to guide planning of the interventions. Communication plans were written for each of three target populations and prototype materials were produced for pre-testing. AIDSCOM also conducted a Hotline Training Workshop with ATOBA, one of the participating NGOs.

3. Operations Research

BEMFAM and AIDSCOM are implementing an operations research project that targets bisexual men. The project seeks to evaluate the effectiveness of reaching bisexual men through street outreach and referring them to the

BEMFAM family planning clinic for additional information and counseling. Dr. Richard Parker was hired as a local consultant for this project.

4. Women and AIDS

As part of an A.I.D./WID (Women in Development)-supported cross-regional effort to develop programs targeting women, AIDSCOM, with BEMFAM, is designing an operations research project that will target BEMFAM's clinic population. The project will examine the differences between women who use condoms and those who don't and seek to identify determinants of condom use behavior among women. A pilot intervention will be developed and implemented through the clinic, following which its impact on condom use behavior will be evaluated.

AIDSCOM has hired a local resident advisor through the Johns Hopkins University subcontract to coordinate these activities and provide on-going technical assistance to local counterparts.

III. Communications Plan

A. Communications Objectives

In Brazil, AIDSCOM is seeking to:

- provide training in social marketing to NGOs and public and private sector institutions,
- provide training to NGOs in materials development,
- help NGOs develop communications research skills,
- improve the ability of NGOs to conduct behavioral research, and
- strengthen the capacity of private sector institutions to develop AIDS prevention programs.

B. Research Strategies

AIDSCOM is conducting research among three populations: bisexual men, women, and street children. All the research is designed to gather data that will support the development of more sophisticated and appropriate prevention interventions for these populations. The research with bisexual

men and women will lead to developing, implementing, and evaluating HIV/AIDS interventions. The study among street children is an ethnographic survey that will provide much needed information about the determinants of these children's risk behaviors. Following is a more detailed description of each activity.

1. Bisexual Men

AIDSCOM, with BEMFAM, has designed and initiated research to learn more about the risk behaviors of bisexual men, to identify points of access to the population, and to assess the ability of a family planning NGO to provide prevention counseling to men who have sex with both men and women. Dr. Richard Parker, an anthropologist who specializes in Brazilian sexual behavior, was hired as an AIDSCOM consultant to design and supervise this activity. AIDSCOM will train street outreach workers, who will administer a research questionnaire and provide initial prevention counseling at various street locations in Rio de Janeiro. An evaluation will be conducted to determine the effectiveness of a telephone hotline versus a clinic location for delivering follow-up HIV/AIDS prevention counseling.

2. Women

In Brazil, women are at increasing risk of acquiring HIV through sexual contact with infected men. With BEMFAM and local researchers, AIDSCOM will conduct operations research to identify factors that facilitate and inhibit women's adoption of AIDS prevention practices. Particular attention will be given to understanding differences between women who use condoms and those who don't and the potential impact of social norms in promoting behavior change. Both qualitative and quantitative research will be conducted among married and single women who are recruited through BEMFAM's family planning clinics in Rio de Janeiro. An intervention will be developed and pilot-tested based on the research findings. The activity will be closely coordinated to complement potential AIDSTECH and ICRW projects for women.

3. Street Children

Little is known about the sexual behavior of street children in Brazil. AIDSCOM proposes to develop an ethnographic research study that will attempt to identify the sexual behavior of street children, particularly as it relates to the risk of HIV transmission. The study will be conducted in Rio de Janeiro and employ direct observation techniques. AIDSCOM will collaborate

with the Institute of Social Medicine at the University of the State of Rio de Janeiro, and will elicit the support of NGO's, such as SOS Crianca in Rio, that work with street children. Results of the study will be disseminated to government and non-government organizations that are involved in HIV prevention programs for street children. Implications for developing behavioral interventions will be addressed in AIDSCOM's report on the research.

C. Communication Strategies

Following is a detailed summary of all on-going and planned AIDSCOM activities through FY1992.

1. AIDS in the Workplace

AIDSCOM has signed a Letter of Agreement with FIESP and SESI of Sao Paulo under which the project will provide technical assistance to help evaluate the on-going SESI-Sao Paulo AIDS in the workplace training program and develop a revised training module. A plan has been agreed upon that indicates AIDSCOM's level of effort and implementation schedule. FIESP/SESI have selected and contracted a researcher from the University of Sao Paulo to conduct initial qualitative and quantitative research. AIDSCOM staff are working closely with the researcher and will conduct their next technical assistance visit when the research has been completed. The data collected and the resulting training module will be disseminated throughout the SESI network. The first meeting of SESI representatives with USAID and AIDSCOM staff was in December 1990.

There is considerable interest in Brazil in establishing a consortium of private firms that have AIDS in the workplace activities. One of the consortium's goals would be to establish and/or strengthen ties between the public sector and private sector agencies and NGOs that have AIDS prevention programs. AIDSCOM has contracted a U.S.-based expert who is familiar with AIDS in the workplace issues in Brazil to develop a strategy for forming the consortium. AIDSCOM will likely help conduct an initial needs assessment and help organize a series of meetings to define the proposed consortium's goals and objectives. The goals and objectives will define the need and/or possibility for further AIDSCOM involvement. The consortium activity will be developed through collaboration with Partners of the Americas.

AIDSCOM began to establish a consortium of representatives from the banking sector who work in AIDS prevention. Members met in September and December 1990. In January 1991, two members participated in an

AIDSCOM social marketing workshop. A project paper developed by consortium members identified the need for training health professionals who work in banking. Again, AIDSCOM will help conduct a needs assessment to identify training needs and other requirements. In addition, efforts will be made to ensure that the banking sector is well-represented in the private sector consortium and that duplication of efforts is avoided.

2. Prevention Activities for High Risk Populations

With BEMFAM, an affiliate of the International Planned Parenthood Federation, AIDSCOM is training three local NGOs to develop materials and implement interventions for select target populations. Focus group moderators have been trained and several focus group discussions were held to gather information that will be used to plan interventions. Communication plans were written for each of the three target populations and materials were pre-tested and produced.

AIDSCOM also conducted a Hotline Training Workshop for 11 ATOBA staff members and volunteers. As part of an intervention to reach sex workers, AIDSCOM helped develop and launch a community radio program that supports point-of-purchase condom advertising. T-shirts, one of the few possessions street children are likely to keep, were printed and distributed. The T-shirts are decorated with HIV/AIDS prevention messages that are complemented by a memory game that teaches about AIDS. The effectiveness of these activities is being evaluated.

The second phase of the BEMFAM High Risk Project, with ATOBA and the Prostitute Association of Vila Mimoza, will include continued support for interventions with gay men and female sex workers. The work with ATOBA will focus on providing technical assistance to the hotline and producing more hotline promotional materials. With the Prostitute Association, the focus will be on training-of-trainers in condom skills and negotiation techniques. This work will strengthen existing community radio and condom promotion activities.

3. Prevention Communications for Youth

Little has been done to reach young men in Brazil whose sexual behavior may put them at risk of contracting HIV/AIDS. Working with BEMFAM, AIDSCOM proposes to develop an innovative and cost-effective intervention that targets men in organizations such as the armed forces, labor unions, taxi and truck driver associations, and sporting and social clubs. Qualitative and quantitative research would be conducted among at least one of these

populations to provide necessary information for developing a targeted communications strategy. Based on the research findings, AIDSCOM would develop materials, help pilot and evaluate an intervention, and make recommendations for expanding similar activities to reach other groups of young men. This activity would be partially funded by the Pathfinder Fund and would include messages about family planning as well as HIV and STD prevention. A project paper will be prepared by Pathfinder with AIDSCOM collaboration.

4. Video Training for Health Professionals

Strengthening the capacity of health professionals to disseminate HIV prevention messages to individuals at risk of infection must be a priority if Brazil is to effectively mobilize all key sectors of the society. Health professionals must be prepared to serve the increasing needs for information and counseling that will likely result from highly visible national media campaigns. Training of the thousands of health professionals who serve populations in Brazil poses an enormous challenge. Video training offers the opportunity to reach large numbers of professionals while also maintaining a high degree of control over training content. Initially, 500 HIV/AIDS prevention training videos will be distributed.

BEMFAM will help develop the videos. AIDSCOM proposes contracting a Brazilian video production company to develop and produce a package of two or three video segments that would help shape attitudes and beliefs related to HIV and sexuality and also demonstrate HIV prevention counseling techniques. The video tapes would be distributed through the MOH, federal and state governments, NGOs, and the private sector to a variety of health professionals. Distribution for use by health professionals in the workplace would support other AIDSCOM AIDS in the workplace activities.

D. Collateral Activities

1. Training Plan

Because of the constraints imposed on USAID assistance in Brazil, much of AIDSCOM's program has focused on training. To a large extent, these activities have been incorporated into and form an integral part of the communications and research strategies that were described in earlier sections.

2. Materials Development and Distribution Plan

Most of materials developed by AIDSCOM in Brazil have been educational items for targeted populations.

The development of training videos for health care providers, scheduled for FY92, will be the first activity designed to reach a broad public. AIDSCOM will work with the MOH and BEMFAM to distribute the video tapes throughout Brazil in both the public and private sectors. Where appropriate, they will be distributed through workplace consortiums to be used in their training programs for health personnel.

Results of all AIDSCOM research activities will be broadly disseminated among individuals and organizations that are involved in AIDS prevention work in Brazil and other nations of the Americas. The ethnographic data on street children are being collected to provide agencies that work with street children with better information for designing HIV- and STD-related interventions. The BEMFAM program for women is also being designed as a pilot activity that will result in producing a training manual and/or other educational materials that can be used throughout the BEMFAM family planning clinic network, and by other service providers. Information about bisexual men in Latin America is scarce and desperately needed. Hence, lessons learned from this intervention will be made available to other organizations that are seeking to reach this population.

IV. Institutionalization Strategy

By emphasizing training and research in Brazil, AIDSCOM will seek to leave counterpart organizations with skills and information that will enhance their ability to carry out AIDS communication activities. Much of the training in communications and research methodologies will also be applicable to their other health-related activities.

AIDSCOM has used a train-the-trainer approach throughout the world with the objective of providing organizations and individuals with the capacity to educate and support other groups and colleagues. BEMFAM, in particular, has shown a unique capacity for reaching new groups. Presently, BEMFAM is providing on-going training to three smaller NGOs to help them develop targeted intervention strategies and materials.

Through implementing small-scale, pilot interventions, AIDSCOM also provides institutions with opportunities to experiment with new approaches, choose measures for evaluating their success, and broaden their approach based on experiences gained. This approach provides groups with a model for

future project development and gives them data that can help them seek additional financial support.

Through its workplace activities, AIDSCOM has helped leverage local resources to support AIDS prevention activities. There is little tradition of private sector institutions becoming involved in social issues in Brazil. But, there is a growing sense of interest and responsibility that could have far-reaching repercussions for Brazilian social programs.

V. Implementation Schedule

The following implementation schedule was developed to guide AIDSCOM's program in Brazil.

Year One:

- Develop AIDSCOM strategy.
- Help the National AIDS Committee coordinate educational activities with the NAMES Project.

Year Two:

- Initiate training with BEMFAM that targets high-risk populations.
- Develop a protocol for activities with FIESP/SESI.
- Help CESEX develop training materials for school teachers.

Year Three:

- With BEMFAM, focus on developing and implementing interventions that target high-risk populations.
- Train the chairperson of the National AIDS Committee in social marketing.
- Provide technical assistance to organizations that have AIDS in the workplace programs.

Year Four:

- Evaluate BEMFAM interventions for high-risk populations.
- Design an operations research activity to learn more about bisexual men.
- Initiate ethnographic research among street children.
- Provide technical assistance to FIESP/SESI to evaluate and revise the AIDS in the workplace program.
- Design an operations research project that targets women.
- Conduct a training workshop on social marketing for NGOs and private

- sector representatives.
- Provide technical assistance to help establish a banking and large business consortium for HIV/AIDS prevention.

Year Five:

- Train members of the banking consortium in communication methodology.
- Implement and evaluate the operations research that focuses on bisexual men.
- Finalize the AIDS in the workplace model with FIESP/SESI.
- Implement and evaluate the operations research that focuses on women.
- Develop and produce training videos for health care professionals.
- Complete and disseminate the results of ethnographic research among street children.

VI. Management Plan

AIDSCOM collaborates closely with the MOH National AIDS Committee to ensure that all HIV/AIDS prevention activities are compatible with and complementary to the activities being supported through the National Medium-term Plan. AIDSCOM also works closely with the USAID Health, Population and Nutrition Office to develop, implement, and evaluate all AIDS prevention activities.

AIDSCOM has an Indefinite Quantity Contract with BEMFAM under which several activities have been financed. In addition, Letters of Agreement have been signed with FIESP/SESI and the Banking Consortium. These outline technical commitments to projects for which AIDSCOM does not provide direct funding. Several long-term consultants have also been hired to assist with AIDSCOM's research activities in Brazil.

In addition to hiring a local resident advisor, AIDSCOM provides senior technical and program management from its office in Washington, DC. A site coordinator oversees all AIDSCOM activities in Brazil, consults frequently with local counterparts, recruits and supervises short-term consultants, supervises the overall job performance of the resident advisor, and fulfills all reporting requirements. The site coordinator consults as well with the AIDSCOM Coordinator for Latin American and Caribbean Programs, the AIDSCOM Project Director, and the AIDSCOM Director of Operations.

VIII. Evaluation Plan

AIDSCOM's evaluation plan for Brazil will seek to assess the impact of project activities in the following four broad areas:

- transfer of skills in communications research and materials development,
- impact of interventions with high-risk groups on behavior change,
- lessons learned through behavioral research, and
- mobilization of private sector involvement in AIDS prevention.