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CASE STUDY SERIES  
OF THE EAST-WEST  
COMMUNICATION INSTITUTE

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No. **6**

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**THE  
COMMUNICATION  
PLANNING  
PROCESS  
IN THE  
PHILIPPINE  
COMMISSION  
ON POPULATION**

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April 1983



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## SERIES FOREWORD

In 1976 the East-West Communication Institute began a collaborative international research project in communication policy and planning. It had become evident that problems in the development of policies and plans for the creation and use of communication resources in society were becoming increasingly acute. Not only were new technologies rapidly expanding the potential of communication systems to serve a variety of purposes, but there was increasing emphasis on the planned use of communication as part of programs for development and social change. With this project, the Institute set out to document and analyze policy development and planning processes of communication systems, East and West. Our intent has been to produce a range of research and educational products that could serve as a foundation for continued and expanded research in this field.

The project as a whole has dealt with three principal components, or levels, of policy and planning problems. At the international level, work has gone forward on international policy issues and the roles of international organizations. At the national level, the project has examined policies and policymaking processes in a number of countries. At the level of agencies and organizations, termed the institutional level, the project has concentrated on analysis of communication planning processes. Other research undertaken by the project has included initial work on the economics of communication and decision-making in communication organizations.

This case study is one of a series undertaken to document and analyze the processes of communication planning at the institutional level. These studies describe the communication planning processes in a radio correspondence education project in Thailand, a rural development agency in Malaysia, a national population program in the Philippines, a national voluntary health agency in the United States, and an organization designed to secure citizen participation in broadcasting policy development in the Philippines.

Research at the institutional level began with the compilation of an annotated bibliography of key academic and professional materials, mainly fugitive, relevant to this kind

of communication planning (Adhikarya et al. 1979). From this review it became clear that while much had been written about planning, much less had been written about institutional-level communication planning. The materials that we did find on institutional-level communication planning supported one of our early hypotheses--that there is a lack of consistency between the various proposed normative models of communication planning and the way it is actually done. In short, planners appeared to be planning in a variety of ways that were different from how the literature said they ought to plan.

To better understand this discrepancy, it was decided to document as completely as possible how people go about planning communication strategies, activities, and events at this level under field conditions. Our purpose was not to evaluate these planning activities using abstract and normative criteria of excellence, but rather to study them as ongoing dynamic planning processes in a range of cultural and organizational settings. We believed knowledge of this type could serve several purposes. First, it could provide a foundation for further research. Second, it could provide a basis for evaluating existing normative models of planning, strengthening the adaptability of these models to different worlds of reality and, equally important, pointing toward the development of new normative models.

A request for proposals for case studies of institutional communication planning processes was circulated to scholars in Asia and the United States in early 1977. Resultant proposals were evaluated, and six (covering four countries) selected for inclusion in the study series.

The studies were inaugurated with a research planning meeting in the spring of 1978 at the Communication Institute. Principal investigators for each of the studies attended. During this meeting, each researcher completed a general theoretical and methodological approach to be used as a guide by the field investigators.

This research design was based on a foundation of grounded theory, a sociological research approach that emphasizes participant observation, unstructured interviews, document analysis, and inductive development of concepts and generalizations. Under this approach, the investigator begins the study with as few preconceptions as possible. As data are gathered, the researcher prepares interim summaries and partial analyses that are shared and discussed with members of the organization being studied. From these cooperative analyses, revised concepts emerge, and these in turn are used as the bases for collecting additional data and carrying out

further analyses. The evolutionary process continues until both the researcher and the members of the subject organization are satisfied that the study accurately portrays the processes under investigation.

This approach to the studies was adopted by each member of the collaborative research team, with some modifications. The principal departure from grounded theory was the delineation of six broad areas of inquiry to guide the studies--problem definition, planners, process, plans, resources, and environment. It was agreed that these broad data-gathering categories set broad parameters within which data would be collected and analyzed.

Following the planning meeting, individual investigators returned to their countries for a year of data gathering and analysis. During this period most were visited by one of the coordinators of the study series.

The team members returned to Honolulu in the spring of 1979 for a three month data analysis and report writing workshop. During this period, researchers interacted frequently with each other and the activity coordinators during the preparation of draft study reports.

These reports were then reviewed in preliminary form at a two week working conference by a panel of communication planning scholars and communication planners, some of whom held responsible positions in the organizations studied. Following this review and evaluation in June of 1979, the individual investigators returned to their home bases for supplementary data collection and preparation of final reports. The drafts became available during the fall of 1979 and spring of 1980. They were reviewed by the study coordinators and in some cases additional data collection, analyses, and interpretations were carried out.

From this process have emerged case studies of a wide range of organizations in four cultures. We expect them to be useful in a number of ways. As noted, they can serve as a rich source of ideas and problems for further studies of communication planning. Second, they will have significant educational uses and, in fact, have served in draft form as the basis for the development of a university course on communication planning. Finally, as examples of a range of real-world planning efforts, they may help working planners achieve new insights into their own efforts.

As coordinators of these studies, we feel especially indebted to a large number of people. Dr. S.A. Rahim, leader of

the EWCI Communication Policy and Planning Project, was instrumental in developing the project framework within which the studies have been developed, and has strongly supported our work as it progressed. Our close colleague, Dr. Meheroo Jussawalla, provided significant assistance in conceptualizing economic aspects of the studies and participated extensively in support of data analysis. Meow-Khim Lim and Mark Rasmuson, participants in the Communication Policy and Planning Project, provided invaluable assistance at various stages.

Special thanks are due to Alan Hancock of Unesco's Division of Development of Communication Systems. Alan encouraged us in our work and provided significant professional advice. He was instrumental in taking the lead to coordinate this series of studies with similar work being done under the auspices of Unesco, and facilitated co-funding by Unesco for one of the studies in this series.

Staff support from the Communication Institute has been, as always, outstanding. Phyllis Watanabe oversaw the preparation of the manuscripts at several different stages. Terry Schulze, Institute Publications Officer, provided excellent editing and production support. Program Officer Merry Lee Corwin provided able assistance in arranging the several meetings that supported the research work.

All of these individuals have contributed in important ways. The major contributors, though, have been our colleagues from Asia and the United States who carried out the studies and whose manuscripts have been approved for publication: Zenaida Domingo, Gerald Klonglan, Chun Nan Lo, Ramli Mohamed, Melina Pugne, and Boonlert Supadhiloke. Their diligence, intelligence, creativity, and energy have been a source of constant inspiration and collaborative learning. We present their work proudly, with full recognition of the difficulty of the tasks they undertook.

John Middleton

George Beal

## PREFACE

Various countries have devised different organizational and program structures to reach their population and family planning goals. One country that has given explicit recognition to the need for communication planning and has formally designed a structure to attempt to accomplish population and family planning goals is the Philippines.

The research reported here focused on the communication planning process at the institutional level. The institution under study was the Philippine Commission on Population (also known as POPCOM), specifically its Outreach project and its use of communication strategies.

Following the introduction, Chapter 2 presents the organizational setting of the study. A description is presented of the historical background, the tasks assigned to the Commission, the structure, and the general policies, funding, and activities that influenced the overall planning process.

The next four chapters contain the major data base of the report. Chapter 3 deals with the Outreach project at a general level, and chapters 4, 5, and 6 give a more detailed and specific presentation of data, each focusing on one of the three communication strategies--the use of fieldworkers, the use of radio, and community involvement. For each of these strategies or cases, information is presented regarding the plan itself, the planners involved, and the resources available (including sources of funding); the environment within which the plan was conceived, developed, and operated; and the process used in planning and strategy formulation.

In the last two chapters, the data are analyzed, and case and cross-case analyses are presented. Five communication planning concepts, namely, the plan, the planners, the resources, the environment, and the process, were identified and used to provide the organizational framework for this analysis.

A summary and some inferences or generalizations related to the Commission's communication planning process through the Outreach project and to the three Information, Education, and Communication (IEC) strategies studied are presented at the

end of the report. Such generalizations should be taken with caution, as the cases selected and the regional areas and specific activities studied may not be typical communication planning process cases or subprojects of the Commission. They are, however, useful in that they give insight as to how planning is done in certain activities and within certain contexts of the institution's core activity, which is Outreach. It is important to emphasize that the opinions, interpretations, and conclusions stated in this study are mine alone and do not necessarily reflect the position of the Commission on Population.

A great number of people have been helpful and inspirational to me in researching and writing this report. I would like to acknowledge the intellectual guidance and administrative support received from Dr. Gloria D. Feliciano, Dean of the Institute of Mass Communication, University of the Philippines, and Drs. John Middleton and George Beal of the East-West Communication Institute, East-West Center. I would like to recognize the valuable suggestions and comments from the Communication Policy and Planning Project staff, particularly Dr. Syed Rahim and Dr. Meheroo Jussawalla, and the other institutional-level case study researchers/writers.

Without the institutional support and cooperation of the Philippine Commission on Population this study would not have been possible. I appreciate the valuable cooperation given to this study by the Commission's Executive Director, Mr. Ben de Leon, and the Commission's IEC Associate Director, Mr. Jose Rimon II, the regional population offices, and the Population Center Foundation Project Manager, Dr. Victor Valbuena.

Finally, special thanks are due to my parents, Dr. and Mrs. Melquiades F. Pugne, and my husband, Danny A. Morales, for helping make this research study become a reality for me.

Melina Sandoval Pugne

INTRODUCTION

Communication policymaking and planning are two relatively new social processes. The study of communication policy and planning flows from the recognition of the important role that communication plays in shaping the nature of society, and, by implication, of social progress. Recognition of this role has in turn led to increased emphasis on rational decision-making and control of communication resources. Policymaking and planning are two related mechanisms that enable people in organizations to exert control or influence over social processes (Middleton 1978).

While the boundaries of national communication systems are vague, early research indicates that different kinds of planning take place at the highest levels and at specific institutional levels.

At the institutional level, communication is organized to meet goals in support of the basic mission of a particular agency or ministry for a particular socioeconomic problem involving the coordinated activities of a number of institutions.

Communication planning at the institutional level is defined as the process of allocation and planning for the use of communication resources to achieve organizational goals. Communication resources include not only mass media and interpersonal forms of communication, but also organizational actions designed to raise levels of information or skills among individuals or groups within the organization's task environment (Middleton 1978).

Researchers and practitioners are only just beginning to recognize the importance of the process of communication planning as a key variable in the purposive use of communication to achieve social goals. Little research has been conducted and little systematic knowledge exists about the implicit or explicit assumptions behind communication planning, the organizational structures, how they are conceived, how they are articulated, and their degrees of efficiency and effectiveness.

One objective of studying communication policy and planning is to determine ways of "doing planning better." How planning is conceived, how it is carried out, and what constraints and opportunities influence how it is done are all questions that have to be answered before ways of "doing planning better" can be developed.

Knowledge of the assumptions underlying the creation of organizational structures, and how in theory and in practice communication is planned for and carried out, should be of major value for decisions by policymakers as well as for program designers and administrators. There is a need for systematic knowledge in this area, not only for policymakers but also for training professionals to engage effectively in communication planning.

There seems to be little information, however, on communication planning at the macro (national) level and at various institutional-sector or administrative levels. This appears to be especially true for developing countries.

The work of the East-West Communication Institute in the area of communication policy and planning began in 1976. The broad purposes of the project were: (1) to study communication policy and planning needs and processes in different national settings; (2) to analyze the national and international contexts of communication planning, examining the relationships among institutional, national, and international factors influencing policy formulation and planning; and (3) to disseminate knowledge and techniques of communication planning and to provide an opportunity for professional development of communication planners.

To document and describe how communication planning is done in various countries at the institutional level, six case studies were conducted under the sponsorship of the East-West Communication Institute. These case studies included the New York State Cooperative Extension Service, the Philippine Broadcast Media Council's Community Advisory Boards, the Muda Agricultural Development Authority (MADA) in Malaysia, the Adult Education Division of the American Cancer Society in the United States, the Radio Education Program in Thailand, and the Commission on Population in the Philippines.

#### RATIONALE FOR THE CASE STUDY APPROACH

In the Philippines, the Commission on Population was created in 1970, with the task of developing and administering

a national population program. Its major responsibility was that of a central coordinator, orchestrating the development, administration, and funding of a wide range of programs. It attempted to use existing structures, labor, and resources in all sectors of society. Through a network of approximately 40 government and private agencies, 13 regional offices, and 140 local government units, it attempted to provide and organize family planning services, training, research, and information, education, and communication directed at meeting family planning and population goals.

This research focused on the communication planning process of the Philippine Commission on Population.

Since the task of developing and administering a national population program had immense implications, the first problem I faced was how to limit the scope of the study in a manner that would allow for an intensive case analysis of the process of communication planning of the Commission. After some careful thought, I decided to study the communication planning process of the National Population and Family Planning Outreach Project, which had been implemented nationwide and has been considered the core activity of the Commission since 1976

However, this project was still too large to handle, in the sense that it was national in scale, with all four program components--service delivery, training, research, and information, education, and communication (IEC)--generally present in its activities.

To provide additional focus, three IEC strategies, as used in selected regions of the country, were chosen to be studied. These strategies were: (1) the use of fieldworkers; (2) the use of radio as an anchor medium in the communication strategy; and (3) the use of community involvement as the core of the IEC process. Those selected were just three of the many strategies used by the Commission in its family planning and population communication activities.

## OBJECTIVES

This research aimed to document and describe how communication planning takes place within the Commission. Insofar as possible, analytical conclusions about that communication planning process have been drawn. However, the study is not an evaluation of communication planning in the Commission.

Six concepts were used as guidelines in the analyses of the projects and activities of the institution (Middleton 1978). They are: problems, planners, plans, resources, environment, and processes. Data analyses were focused on the following list of questions for each conceptual area (adapted from Middleton 1978):

<u>Problems</u>	What are they? How are problems conceptualized/defined? How complex are these problems?
<u>Planners</u>	Who are they? What do they know? What are their attitudes and behavior?
<u>Plan</u>	What are the goals/objectives or the plan(s)? How specific are the plans? What form do they take? Where do they come from?
<u>Resources</u>	What resources are available? Who controls resources? How are they distributed? How/to what extent do they affect plans?
<u>Processes</u>	How formalized/routinized are they? Are there time frames and phases? Is there an accountability system in the institution? How does it work?

#### THE RESEARCH APPROACH

This is a case study that explores and describes how communication is planned and used. A modified grounded theory approach was used primarily; the researcher conducted field observations as well as interviews with participants in the system about how they see the communication planning process and think it is done.

Results of these observations and interviews were written up and brought back to the informants for their reactions, comments, and suggestions or for provision of additional information. To come up with a detailed picture of the organization of the communication planning process, this method of circulating written field observations and synthesized interviews among major informants was repeated as often as necessary to get as much information from them as possible.

This approach yielded valuable insights into the complete communication planning process. Further illumination was gained from examination of documents and other publications on communication planning in the Commission on Population.

Generally, the phases in data gathering were as follows:

The first phase involved a review and analysis of published and unpublished materials such as official records, documents, reports, plans, and other periodicals and literature dealing with the national population program, to obtain basic information on the Commission's functions, goals, objectives, structure, and strategies for program planning and implementation as well as the powers and functions of groups or entities within and outside its structure.

Information from the printed materials also guided me to activities and situations which were important to observe, investigate, or clarify during the next phase, which was interviewing.

Observations and in-depth interviews gave more information about the processes and problems of planning. Personal interviews were conducted with officials, planners, researchers, administrators, and population specialists and fieldworkers involved in the plans. (See Appendix A.)

At the central level (first planning level), individuals whose decisions and participation in planning were thought to have important effects on the nature of communication plans and activities were interviewed a number of times. Among them were planners in the central planning authority (the National Economic and Development Authority), a member of the Board of Commissioners, the executive director, the deputy executive director, and the associate directors and project managers.

At the regional and field levels, officers and workers of selected regional offices and Outreach structures of the Commission were also approached. They included heads and fieldworkers of partner agencies, provincial governors and other local political leaders, provincial and city population officers, and IEC coordinators.

Personal observations proved useful in acquiring information about decision-making, policy formulation, and planning work. I attended conferences, meetings, and seminars related to communication planning and joined population workers to observe field operations in five of the thirteen regional subdivisions of the country.

The process of interaction between the system participants and myself--aided by review of my written memos and syntheses by the informants--was directed at producing an accurate description and set of generalizations about the organization, and a clear picture of how planning is actually done.

Field data were gathered from April 1978 to March 1979. Visits to the regions were made from October to December 1978.

THE ORGANIZATIONAL SETTING

The organizational setting of the institution has ramifications for the communication planning that it does. A description of that organizational setting will cover all of the elements that contribute to our comprehension of the institution and its planning processes.

HISTORICAL BACKGROUND

Before the Creation of the Commission

The Code of Sumakuel of 1250, the Philippines' earliest known code of laws, ruled that poor persons should be allowed to have only two children, and any offspring in excess of two be cast into the river or killed.

Thirteenth century Filipino couples experienced much frustration and anguish. The statute may seem heartless and brutal, but further scrutiny shows it to be a manifestation of concern by the state for the state and its individual members. That the code embodied the remarkable foresight of the early Filipinos may be gleaned not only from the statute limiting population but also from an earlier statute that allowed a man to have three wives when there was a need to augment population. It was as if early Filipinos resorted to such measures in order to prevent more serious complications (FPOP 1977).

Shades of the thirteenth century Filipinos reappeared in the 1960s. This time alternatives were offered. Through discreet and restrained service delivery, the private sector responded to the complexity of the population problem. In 1965 two family planning associations were organized: the Family Planning Association of the Philippines and the Planned Parenthood Movement of the Philippines. These two associations merged in 1969 to become the Family Planning Organization of the Philippines.

As early as the 1920s family planning had been quietly promoted by Protestant missionaries. Presbyterian and Congregational ministers and non-Catholic lay leaders individually

spread information on family limitation. In 1967 the Family Relations Center was set up by the National Council of Churches in the Philippines. Through the center's educational and service program, family planning was promoted quietly. Because of increasing demand for information and service from many parts of the country, the center expanded the program to a national scale (Concepcion 1976).

Meanwhile, the Institute of Maternal and Child Health (IMCH), a semiautonomous unit of the Children's Medical Center Foundation, Philippines, Inc., in mid-1967 started integrating family planning with its health service. The center concentrated on training in maternal and child health integrated with family planning.

With initial support from the Ford Foundation, a Population Institute was set up in the University of the Philippines in November 1964. The institute's objectives included training demographers, producing comprehensive analyses of population characteristics and trends, and initiating a research program on matters significant for planning and administrative purposes (Concepcion 1977).

In 1967, on Human Rights Day, President Marcos signed with 17 other heads of state the UN Declaration on Population, which states that the population problem must be recognized as a principal element in long-range national planning if governments are to achieve their economic goals and fulfill the aspirations of their people.

In response to this declaration, the Department of Health created in 1968 a small unit called the Project Office for Maternal and Child Health (POMCH) following an agreement between the National Economic Council of the Philippines and the US Agency for International Development (USAID). The Project Office had overall responsibility for administering a population planning program prior to the establishment of the Commission on Population. Also in 1968, IMCH collaborated with POMCH to initiate family planning clinic services in 100 health centers, most of which were Puericulture Centers affiliated with IMCH.

#### A Proposal to Set Up a Commission on Population

On 12 December 1968, a group of 24 persons interested in various aspects of population convened at the request of then Presidential Executive Secretary Rafael Salas at the Institute of Public Administration (now College of Public Administration), University of the Philippines. The executive secretary informed the group of a proposal to set up a Commission on

Population that would study all aspects of the population situation and recommend policies and programs related to economic and social development. The Population Institute, University of the Philippines, was asked to serve as secretariat (Concepcion 1976).

A second meeting took place on 8 January 1969, with Salas presiding. The group was informed that a draft of the executive order setting up a population commission was being considered by President Marcos. The draft had been prepared by the University of the Philippines Population Institute with the assistance of the then National Economic Council and the Presidential Economic Staff--which were merged in 1972 to form the National Economic and Development Authority (NEDA). At the same time, the group formed working committees on information, education, and communication (IEC), medicine, religion and culture, and population and economics. These committees discussed proposals for programs geared toward the Commission's objectives.

#### The Beginning of the Commission on Population

Executive Order No. 171 of 19 February 1969 saw the beginning of the Commission on Population, which was then just a study and recommendatory body. Multi-agency participation was encouraged and the Commission had 22 member agencies from both the public and private sectors, including representatives of religious organizations.

The University of the Philippines Population Institute (UPPI) was designated secretariat, with its director acting as executive director of the technical staff. The Commission stated that reducing population growth was an urgent national need and recommended a population policy and program.

In June 1969, during the Ninth Special Session of the Sixth Congress of the Philippines, a joint House Resolution setting up basic policies to achieve economic development and attain social justice was approved. This resolution contained a policy on population.

On 26 January 1970, in his State of the Nation message during the opening of Congress, President Marcos said:

I have decided to propose legislation making family planning an official policy of my administration. The task of government in the control of population is threefold. The first is education . . . the second is dissemination . . . the third is provision of facilities.

Acting on the recommendation of the 1969 Commission on Population, the government in May 1970 launched a National Population Program through Executive Order No. 233, which empowered the Commission to coordinate and direct the national population program as an integral part of the national development strategy (Concepcion 1976).

The secretaries of the departments of Education and Social Welfare were appointed by President Marcos to the positions of chairman of the Commission and chairman of its executive committee, respectively. Among the provisions of the order were that the executive committee select an executive director to act as its action officer and serve as its secretary. Subject to the direction and supervision of the executive committee, the executive director would be responsible for the operation of a national population program, and for making decisions on a day-to-day basis. Further responsibilities would include preparing periodic reviews of program progress and annual budget estimates, and recommending policy to the Commission.

On 15 June 1970, the executive committee of the Commission designated Dr. Conrado L. Lorenzo, Jr., a former Population Council fellow in biomedicine, as executive director (Concepcion 1976).

Through Executive Order No. 233 the Commission was given the additional tasks of coordinating and evaluating the implementation of approved program recommendations and project proposals, and undertaking action projects as necessary.

#### THE NATIONAL POLICY ON POPULATION

Republic Act 6365, known as the Population Act, signed by President Marcos on 16 August 1971, established a national policy on population. The Philippine Congress declared that

for the purpose of furthering national development, increasing the share of each Filipino in the fruits of economic progress and meeting the grave social challenge of a high rate of population growth, a national program of family planning which respects the religious beliefs of the individual involved shall be undertaken.

With the proclamation of martial law, Republic Act 6365 was revised by Presidential Decree No. 79, issued on 8 December 1972, which explicitly involved both public and private sectors in a national program of family planning, and

respected the religious beliefs and values of the individuals involved.

The decree authorized nurses and midwives, in addition to physicians, to provide, dispense, and administer all acceptable methods of contraceptives to all Filipino citizens who desired to avail themselves of such services, as long as these health workers were trained and properly authorized by the Commission on Population.

The role of the Commission was also expanded by authorizing it to distribute contraceptives through commercial channels and paramedic personnel. Presidential decrees nos. 166 (March 1973) and 803 (September 1975) recognized the private sector's role in the formulation and implementation of population policy by granting it representation on the Commission's Board. (See Appendix B for a list of agencies included in the program.)

#### MEASURES ADOPTED SINCE THE PROMULGATION OF THE POPULATION ACT OF 1971

Social, economic, and institutional measures in the form of presidential decrees, letters of instruction, or department orders adopted after the promulgation of the Population Act of 1971 are summarized as follows:

Family planning became an important part of the Four-Year Development Plan.

The Government's share in the family planning budget rose from zero in FY 1971 to 61 percent in FY 1976.

All citizens of the Philippines, all universities, colleges and schools, government offices, mass media, civic and voluntary organizations, religious organizations of all creeds, business and industrial enterprises were enjoined to promote the concept of family welfare, responsible parenthood, and family planning.

A population education program was initiated in the elementary and secondary schools.

Courses in family planning and population dynamics were integrated in the curricula of all schools of medicine, nursing, midwifery, allied medical professions, and social work, and graduates were required to have sufficient instruction in

family planning as a prerequisite to qualifying for the appropriate licensing examination.

A formal course integrating population dynamics and family planning was required of all college students before they could graduate, as a policy of the Ministry of Education and Culture.

Establishments were required by law to maintain a clinic or infirmary and enjoined to provide free family planning services to their employees, and time off with pay for workers to attend lectures and go to clinics, and to provide lecture halls, projectors, visual aids, and printed materials on family planning.

Importation of contraceptives was legalized and subsequently, distribution of contraceptives was allowed not only at duly licensed drugstores and pharmacies but at other commercial outlets.

Modern surgical techniques of contraception were deemed acceptable provided they did not involve abortion.

The secretary of the Department of Public Information and the Postmaster General were directed to help implement the programs of the Commission by disseminating information on family planning.

More government agencies became involved in the family planning program to assist the Commission on Population in the implementation of its program so as to fully utilize all possible resources for national development with population and family planning as integral components. These government agencies were also required to provide appropriate inputs toward the preparation of the national population plan and to integrate relevant components of the program into their workplans. Agency workers at all levels were also required to coordinate with the Commission in the planning and implementation of the program; to submit to the Commission through its regional offices periodic and regular progress reports on all population and family planning related activities; to recommend policies and measures to efficiently and effectively plan and implement the program, taking into consideration the agencies' resources and expertise; and to designate an action officer of the agency who would maintain

liaison and coordinate with the Commission on specific activities to be undertaken by the agency. (See Appendix C for List of Letter of Instruction No. 45 Agencies and their action officers.)

#### RESPONSIBILITIES OF THE COMMISSION ON POPULATION

Through its charter, the Commission on Population was vested with the responsibility for formulating population policies and coordinating population activities, as well as implementing population projects.

The Population Act of 1971 defined the Commission on Population's purposes and objectives as follows:

1. To formulate and adopt coherent, integrated and comprehensive long-term plans, programs and recommendations on population as it relates to economic and social development consistent with and implementing the population policy, which shall be submitted to and approved by the president;
2. To make comprehensive studies of demographic data and expected demographic trends and propose policies that affect specific quantitative population goals;
3. To organize and implement programs that will promote a broad understanding of the adverse effects on family life and national welfare of unlimited population growth;
4. To propose policies and programs that will guide and regulate labor force participation, internal migration and spatial distribution of population consistent with national development;
5. To make family planning a part of a broad educational program;
6. To encourage all persons to adopt safe and effective means of planning and realizing desired family size so as to discourage and prevent resort to unacceptable practice of birth control, such as abortion, by making available all acceptable methods of contraception to all persons desirous of spacing, limiting, or preventing pregnancies;

7. To establish and maintain contact with international public and private organizations concerned with population problems;
8. To provide family planning services as part of overall health care; and
9. To make available all acceptable methods of contraception, except abortion, to all Filipino citizens desirous of spacing, limiting or preventing pregnancies.

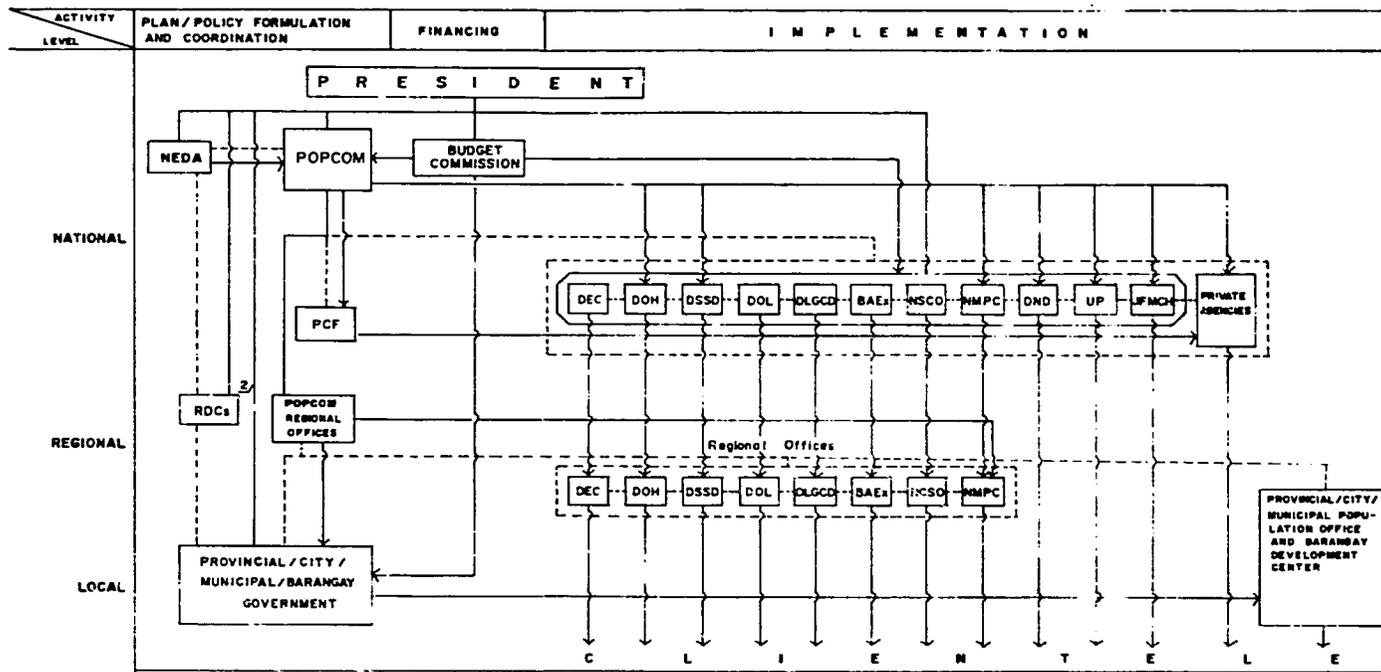
The national family planning program operated from a broad multisectoral base and identified four major areas of activity: (1) delivery of family planning services through clinics situated all over the country; (2) training of all types and levels of personnel in the program; (3) information, education, and communication, and (4) research and evaluation.

The primary role of the Commission on Population was that of central coordinator, orchestrating the development and administration of individual programs. As the policymaking, planning, and funding agency of the government for population matters, it refrained from direct implementation of projects, although it later embarked on some areas bordering on program implementation like the National Population and Family Planning Outreach Project.

In fulfilling its role, the Commission followed a strategy of "integration" and "multi-agency participation." Aware that the population problem could not be isolated from other problems of development, it integrated family planning into existing programs in health, education, social welfare, and community development. To make full use of existing resources, it drew a good number of public and private agencies into its program.

The Commission therefore served as the focal point of all population activities. As an umbrella agency it coordinated and integrated projects, as well as undertaking projects that would contribute to the realization of its functions.

Figure 1 shows the linkages of agencies involved in the planning, financing, and implementation of the population program at the national, regional, and local levels, as well as the complexity of the interrelationships of agencies directly or indirectly concerned with population activities.



Legend: —————> flow of funds and services  
 - - - - - coordination

1/ This chart shows only the flow of funds from internal sources. Flow of funds from foreign sources was not shown because of some differences in organizational arrangements depending on the source of funds.  
 2/ The Regional Development Councils (RDCs) coordinate the preparation of general development plans for the regions with participation of the heads of some regional offices and officials of local governments. However very little coordination actually exists in the preparation of plans and policies specifically for family planning activities. The POPCOM regional offices are not members of RDCs. At most, some task forces have been formed in some regions to coordinate the formulation of plans and policies for family planning activities.

Source: NEDA, 1978a, p.65.

Figure 1. Interagency Relationships for the Philippine Population Program<sup>1</sup>

## ORGANIZATIONAL STRUCTURE OF THE COMMISSION ON POPULATION

The Commission had three major organizational components. These were the board, the secretariat or technical staff, and the regional offices. Technical committees of the board were likewise created to facilitate review and approval of project proposals of various participating agencies. The organizational chart is shown in Figure 2.

### The Board of Commissioners

The Board of Commissioners was at the top of the Commission's organizational structure, and its composition was premised on its role as a coordinating body. Coordination among the major public and private agencies involved in the formulation of policies, plans, and programs for the population program was theoretically secured by their being represented on the board (NEDA 1978a).

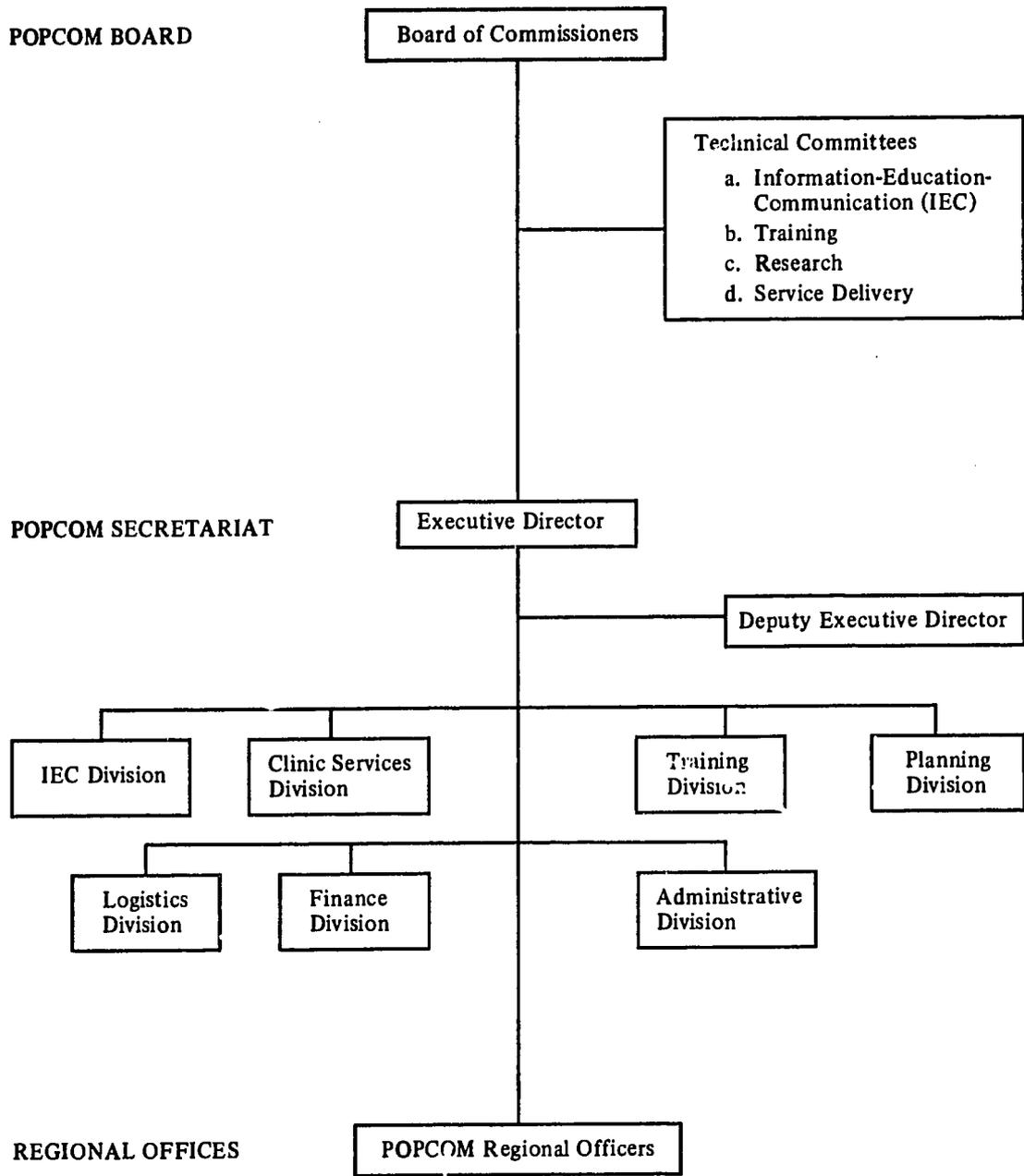
Members of the board included the following major agencies:

Chairman Director-General, National Economic and Development Authority

Members Minister of Social Services and Development  
Minister of Health  
Minister of Education and Culture  
Minister of Labor  
Minister of Local Government and Community Development  
Dean of the Population Institute, University of the Philippines  
Executive Director of the Population Center Foundation  
Two representatives from the private sector

### The Technical Committees of the Board

Assisting the board were the standing technical committees, divided according to the four distinct areas of the population program: service delivery, IEC (information, education, and communication), training, and research. Each of the standing committees was mostly involved in processing and selecting project proposals in their respective areas of concern (NEDA 1978a).



**Figure 2. Organizational Structure of the Commission on Population (POPCOM)**

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## The Secretariat

The secretariat or technical staff provided necessary staff and technical support to the board. It was headed by an executive director, assisted by a deputy executive director.

Until 1980, there were seven major divisions within the secretariat, each headed by an associate director. These divisions are shown in Figure 2. The first four divisions (IEC, Clinic, Training, and Planning) were identified as major areas of activity of the population program, and were expected to identify needs at both the national and regional levels; to draw up a national plan and strategy for their respective concerns based on identified needs; to monitor and coordinate the existing and related activities through the central and regional offices of partner agencies; to organize, coordinate, and manage resources at both national and regional levels; and to initiate, review, and process new project proposals and/or activities in coordination with other divisions of the Commission.

## The Regional Offices

The need to bring the program closer to the people brought about the establishment of regional offices in 1973.

In 1974, the Board of Commissioners adopted a population development strategy that spelled out the general direction and emphasis of population and family planning efforts.

Essentially, the strategy was to define an integrated population program managed by an efficient network of agencies coordinated by the Commission; to decentralize the Commission's coordinating and monitoring functions to its regional offices; to engage the community in the planning and management of population-related activities at the regional level; and to integrate family planning services into the local development activity of the government.

Basically, this strategy consisted of two key concepts: decentralization and integration. Decentralization essentially called for the involvement of the Commission's regional offices and the local governments in the program. Integration meant carrying out the population program within the total development efforts of the community.

For each of 13 geographic regions of the country, a regional office headed by a regional officer was set up. Figure 3 shows these regions.

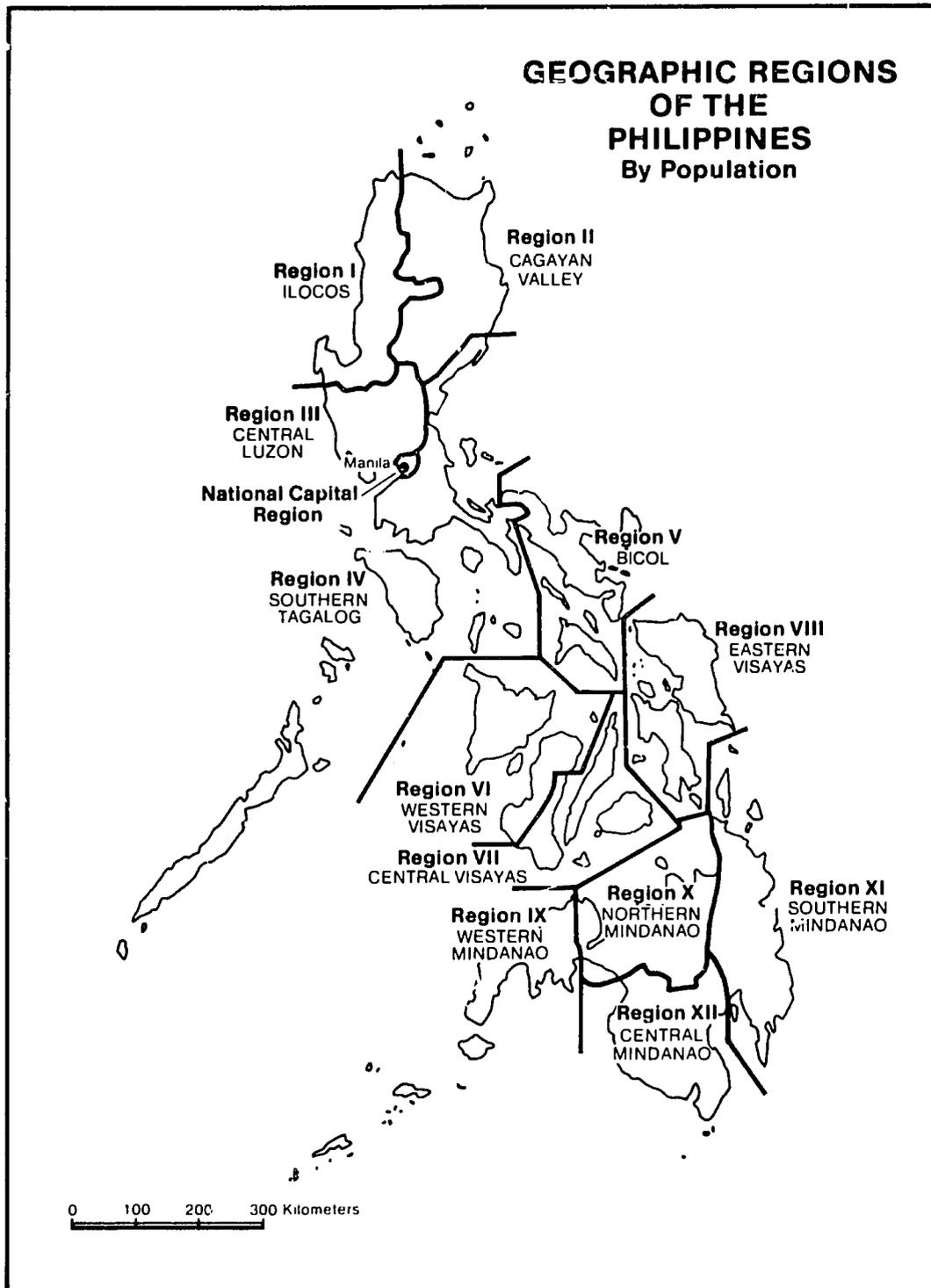


Figure 3. Geographic Regions of the Philippines

The government's policy of decentralization or regionalization of development programs made the regional offices more or less autonomous. The policy of decentralizing program operations was to make plans and activities more responsive and sensitive to sociocultural realities in the regions. The regional offices therefore functioned like mini-Commissions on Population.

The regional offices were expected to identify needs in light of the population program at the regional level; to draw up a regional plan and strategy based on identified needs; to monitor and coordinate existing and related activities through regional offices of partner agencies; to organize, coordinate, and manage resources in the region; and to initiate, review, and process new project proposals and/or activities in coordination with the central office of the Commission.

The regional offices were encouraged to create their own organizational structures and staff functions based on their identified regional needs. Generally, however, the regional office was composed of two divisions--the Technical Division and the Management Services Division.

The four program components--IEC, training, research, and service delivery--were under the Technical Division, with a regional coordinator assigned to each. The Management Services Division generally had three sections--Personnel Records and Maintenance Section, Accounting Section, and Property Section.

In a number of regional offices a Plans and Programs Unit was directly under the regional officer and was usually in charge of project development, project monitoring, and budgeting.

#### DEVELOPMENTS IN PROGRAM APPROACHES

Because family planning was a seemingly alien concept during the early part of the program it was necessary to integrate it with the health structure, particularly with the maternal and child health care delivery system (Special Committee Report 1978).

With the participation of the government, official recognition was given to the problem of unlimited population growth, as well as explicit approval of family planning.

Later, to strengthen the population program, it was deemed necessary to take it out of the health structure.

Attempts were therefore made to extend the reach of clinic services to use nonmedical personnel in motivating people to practice family planning.

The Total Integrated Development Approach (TIDA) was one of the first attempts and was developed in 1975 as a result of some problems arising from the clinic-based approach. TIDA sought to integrate family planning with other development activities in the rural areas. Family planning was to be promoted as a way of life that people would conceptually understand and accept, and voluntarily use.

A nationwide project was implemented in 1976--the National Population and Family Planning Outreach Project. This project, which has become the core activity of the family planning program, was intended to provide couples with family planning activities and services regardless of their proximity to stationary clinics.

#### FUNDING AND DISTRIBUTION OF FUNDS

The degree of government concern over population growth was indicated by the amounts budgeted for family planning. Prior to 1971, population programs had no national budget. During the years 1972 to 1975 the government allocation rose from ₱8.2 million (roughly US\$1.09 million) to ₱60.8 million (US\$8.2 million) (Concepcion 1977). At the same time these amounts were augmented by substantial additional funds from external sources such as USAID and UNFPA. (Figures in dollars are approximate equivalents. ₱1.00 = U.S.\$7.5 in 1979.)

#### Support from the National Government

Budgetary support for the family planning program per se was only a component in the budgets of some line agencies from FY 1969 to 1971. With the creation of the Commission in 1972, direct budgetary support accounted for 15.5 percent of the total financing of the population program.

The subsequent expansion of the program consistently expanded the budgetary support, which grew on the average by 51.5 percent per year from 1972 to 1977 (Special Committee Report 1978). From 1974 to 1977 the Philippine government shouldered half of the family planning expenditure.

## Assistance from Foreign Donors

Assistance from USAID began in FY 1968 with funds for private organizations that were providing services to a small but growing number of acceptors. Up to 1973, USAID contributed more than 60 percent of the total population program financing. Through 1975 the USAID inputs into the program were estimated at over ₱200 million.

In absolute terms, USAID's contribution remained substantial, reaching a peak of ₱41.0 million (US\$5.52 million) in 1975 and again a level of ₱41.0 million (US\$5.46 million) in 1977. With increasing support from the national government and contributions from other foreign donors, USAID's contribution is projected to be only 5.4 percent of the projected cost of the program in 1982 (Special Committee Report 1978).

The United Nations Fund for Population Activities (UNFPA) was the next biggest source of foreign assistance for the family planning program from 1969 to 1977. The share of UNFPA's contribution reached 14.7 percent in 1976 but declined to 6.2 percent in 1977. In absolute terms, UNFPA's contribution reached a peak of ₱16.7 million (US\$2.2 million) in 1976 but decreased abruptly to ₱8.2 million (US\$1.1 million) in 1977. The projected financial input from UNFPA for 1978 to 1982 was expected to be almost constant at about ₱9.0 million (US\$1.2 million) (Special Committee Report 1978).

Other foreign donors, including the International Planned Parenthood Federation, the Ford Foundation, the Pathfinder Fund, and the World Bank contributed on the average about 10 to 15 percent of the total program financing in fiscal years 1969 to 1977.

Based on information available as of June 1978, it seemed that foreign assistance would sustain a supplemental share of about one fourth of total program expenditure through 1985, mainly because of a second World Bank population loan. Beginning with the period 1980 to 1985, the World Bank's contribution was expected to be larger than USAID's and UNFPA's because of this second population loan.

## Support from the Local Government

As envisioned in the Commission's National Population and Family Planning Outreach Project, support from local governments was expected to take the form of not only organizational and manpower assistance to the program but financial contribution as well. Such participation by local governments was sought for the purpose of decentralizing the responsibility

for the implementation of the project as well as to share its financial cost among all levels of government (Special Committee Report 1978).

Financial support for the program by local governments was made possible through Letter of Instruction No. 435, which directed the Ministry of Local Government and Community Development, the Ministry of Finance, the Budget Commission, the Commission on Audit, the Sangguniang Pambansa, Panlalawigan, and Panlungsod Bayan at Barangang to facilitate implementation of the program of the Commission on Population. All provinces and cities were authorized gradually and progressively to assume the responsibility of funding the costs of all population and family planning-related activities and projects agreed upon by the Commission and the provincial governors and city mayors and their respective jurisdictions.

The Commission and the local government units initially drew up subagreements to operationalize local government financial support to the Outreach component of the family planning program. The subagreements showed the program budgets of various provinces and cities, including the relative shares to be borne by the Commission and the local governments themselves.

The Commission on Population negotiated agreements with the Ministry of Local Government and Community Development to permit local governments to use "PD 144 funds" for the family planning program. This was done to strengthen the capability of local government to share the cost of the Outreach project. Presidential Decree No. 144 provided that 20 percent of the collection from national internal revenue taxes should accrue to local governments. The decree stipulated also that local governments should set aside 20 percent of their annual shares of this allotment for development projects. It was proposed that this so-called 20 percent development fund should be tapped by local governments to finance the Outreach project.

#### Distribution of Funds

Service delivery, which largely consisted of clinic services, accounted for the bulk of family planning program expenditure from 1971 to 1979--roughly more than 35 percent of total program expenditure (NEDA 1978a).

Starting in 1976, a declining trend in clinic services expenditure was noted due to the implementation of the TIDA or the Outreach project.

The next highest recipient of program expenditures was information, education, and communication. Large IEC programs were implemented by the Population Education Program of the Ministry of Education and Culture and the Population Communication Project of the Institute of Mass Communication, University of the Philippines. Both were supported by UNFPA.

Administrative expenditures accounted for 12 percent of total program expenditure from 1969 to 1977. On the average, the ratio of operational expenses to administrative expenses was 13 to 1 (NEDA 1978a).

PRESENTATION OF DATA ON COMMUNICATION PLANNING

The main objective of the National Population and Family Planning Outreach Project, operating since 1976, was to make family planning messages and services more readily accessible to the target population by taking them to the barangay (villages) rather than expecting eligible couples to go to the clinics.

A number of information, education, and communication (IEC) plans and strategies were designed by the Commission on Population to complement the efforts of the Outreach project. Among these plans were the use of fieldworkers, who were referred to in the IEC Plan and Strategy as the "crucial link in IEC," the use of radio, which was known as the "anchor medium" in family planning and population IEC, and community involvement, which was seen as the "core of the IEC process" primarily in the area of IEC support to service delivery (Commission on Population 1979).

The Commission looked at these strategies as interrelated and feeding into each other. In the plan, the fieldworker was considered to be the crucial link between the program and the people. In a manner of speaking, the IEC planners referred to the fieldworkers as the "frontline soldiers" of the population program plan. In interviews with IEC planners, the key was to back up the fieldworkers with appropriate multimedia support to make the circumstances under which they worked more favorable and to equip them with necessary support materials to improve their job performance. Media such as radio were seen as supportive of the fieldworkers' activities. Community involvement was likewise considered crucial in the IEC plan and for this reason was regarded as the core of the IEC process.

In this section I shall describe how communication planning was done by the Commission on Population through its most important activity--Outreach--and how the three supporting basic IEC components were conceived and put into operation to complement the efforts of the Outreach project.

I shall first describe in detail the objectives and strategies used in the planning and implementation of Outreach, and the roles, powers, and functions of groups or entities within and outside the structure that influenced the project's plans. I shall identify the planners or individuals whose decisions and participation in planning had important effects on the nature of the plans and activities, describe the attitudes and behavior of these individuals and how and why they affected the plans, and describe the problems encountered in coordination and the attempts made to solve these problems. In addition, I shall describe the problems encountered by planners engaged in communication planning, and how these problems were identified.

#### THE NEED FOR THE OUTREACH PROJECT

The Philippine population program could cite a number of gains since the start of its operation. It had succeeded in reducing the national population growth rate from 3.01 percent in 1970 to 2.66 percent by the middle of 1975. More than half of the country's eligible couples (2.9 million out of 5.5 million) were practicing family planning or had been provided services at one time or another. As of 1975, continuing users numbered 1,128,870, or 22 percent of the eligible population (Guerrero 1976).

Despite these modest gains, a number of operational problems remained in 1974. Among them were:

Fifty-seven out of every 100 married women of reproductive age still had to be reached by the program;

In all the regions, only two out of three women were aware of the existence of a family planning clinic to serve them;

There was a definite shift from more effective to less effective methods of contraception;

There was a large disparity between knowledge and practice of family planning among both urban and rural women.

The problems that surfaced with the clinic-based approach to family planning led the planners to question the effectiveness of the approach. Visits to the field conducted by the Commission's central office staff and feedback from regional offices through monthly reports and quarterly meetings and conferences showed that the clinic-based system

limited the program's reach to urban centers and poblaciones or towns. Furthermore, the predominantly doctor-centered approach had been observed to limit the program's capability to provide services to the people, not only because of the limited number of doctors but also because of the distance the acceptors had to travel to visit the clinics.

#### Groundwork for the Plan

More serious attention was given to these problems when Dr. Rafael A. Esmundo, who succeeded Dr. Conrado Ll. Lorenzo, Jr., assumed office as the second executive director of the Commission in 1974.

The first move taken by Esmundo was to call all the Commission regional officers together at the central office to devise a strategy to solve the problems unresolved by the old approach. According to a number of individuals interviewed who participated in these meetings, the deliberations between the regional officers and the secretariat were based heavily on research findings.

It was during Esmundo's term as executive director of the Commission that the Institute of Mass Communication of the University of the Philippines (UP-IMC) launched a big family planning communication project funded by Unesco and UNFPA. Coordination between the institute and the Commission was at its peak during that period, as evidenced by the number of requests from the Commission for UP-IMC to conduct IEC research studies and training, and to develop and produce IEC materials.

One such UP-IMC study was an eight-month region-based study entitled IEC Plan and Strategy for the Commission on Population that provided a substantial basis for a new approach to IEC planning, which later came to be known as the Outreach project of the Commission. The UP-IMC study likewise became one of the basic documents used in developing the IEC Plan and Strategy of the Commission.

Other research studies on community development and community organizations in the Philippines were likewise collated by the Commission and, according to informants, findings that were thought to be relevant to the new approach to family planning were taken into consideration. These included the use of radio and community development.

One informant said that collation was assigned to the Research and Evaluation Division of the Commission, while another said that the task was assigned to the UP-IMC Family

Planning/Population Communication Project. Another reported that all divisions of the Commission participated in the collation of data from studies conducted by agencies in their respective component areas, which fell under either IEC, training, research, or service delivery. All informants said that people from the field, whose experience covered communication, community organization, and other related fields, were interviewed.

Of those interviewed, individuals who participated in the planning of the new population thrust gave varying responses as to how the initial plans for the Outreach project were made. However, the then Outreach Project Manager, Mr. Romeo Balandra, recalled that all possible sources of data were considered in planning the new program thrust--from the basic policies of the national population program to research results and experience.

#### The Planner Who Provided the Philosophy

A majority of the informants believed that the basic philosophy of the new approach, ultimately named the Total Integrated Development Approach, was provided by Esmundo himself. Population workers believed that Esmundo developed his ideas from his experience in Basilan City, an island-city located at the southernmost tip of the country, where he worked for a long time with the people in the rural areas as a medical doctor.

Esmundo also had a very wide range of experience in community development and population planning administration. He served as area supervisor and vice-president of the Family Planning Organization of the Philippines in its operation in the Visayas before he became executive director of the Commission on Population.

Some informants believed that the fact that Esmundo came from a very poor farming family as well as his personal observations of other people must have contributed to his idea that the integrated approach was the best answer to the population problem. Esmundo saw the Total Integrated Development Approach as a commitment that considered family planning as one of the indispensable integral components of a people-oriented, people-based, totally integrated development program.

In speeches delivered on different occasions at the Experimental Field Workshops on Integrated Family Planning Communication in 1974, he explained the basic philosophy behind the new thrust of the Philippine population program:

It is only by involving the masses of our people in the understanding and solution of our problem that we hope to gradually achieve what President Marcos calls the internalization of the desire for smaller family size among the citizenry.

Responsible parenthood cannot be legislated from above; it can only be taught and learned from the final direction of our society. It is a process of internalization. Each and every Filipino is responsible, and that depends on the inner discipline that is not a response to coercion but to a clear understanding of our needs and the necessity of the times which require satisfaction. (Population Forum 1975)

Population workers who knew or worked with Esmundo during his term called him a "field man" and an "IEC man" since they could seldom see him in his office at the Commission. He preferred to visit regional offices and to interact with fieldworkers and the community (Roque interview).

To fieldworkers he had this to say:

As you begin your involvement, go and talk with people; listen and learn from them. Unlettered as they are, you shall soon learn, as I learned many years ago, that they have many, many words of wisdom. The tragedy before martial law was that they did not know and the people in the rural areas did not know that they knew. . . . Furthermore, making the barangay (village) units the focus of the program is placing the population problem where it belongs--in the hands of the people. (Population Forum 1975)

In several instances, Esmundo quoted Secretary General Rafael Salas of UNFPA. In one of his speeches he quoted Salas as saying "Target-setting and policies should be arrived at, as much as possible, by participation of the people who are to carry out these programs." (Population Forum 1975)

It may be assumed at this point that the decision to have an intensive and extensive, pragmatic, rural, community-oriented approach and strategy for the Commission was influenced by the philosophy of one man. His image, on the other hand, had been shaped by a host of factors--primarily experience--reinforced by interactions and feedback from people, authorities, or influential people and information supported by research.

## The Plan of the Total Integrated Development Approach

The Total Integrated Development Approach (TIDA) plan sought to integrate family planning into a broad range of rural development activities intended to contribute to improvement of the welfare of the people. The approach was designed to be in line with the Commission's policy of decentralizing population and family planning activities.

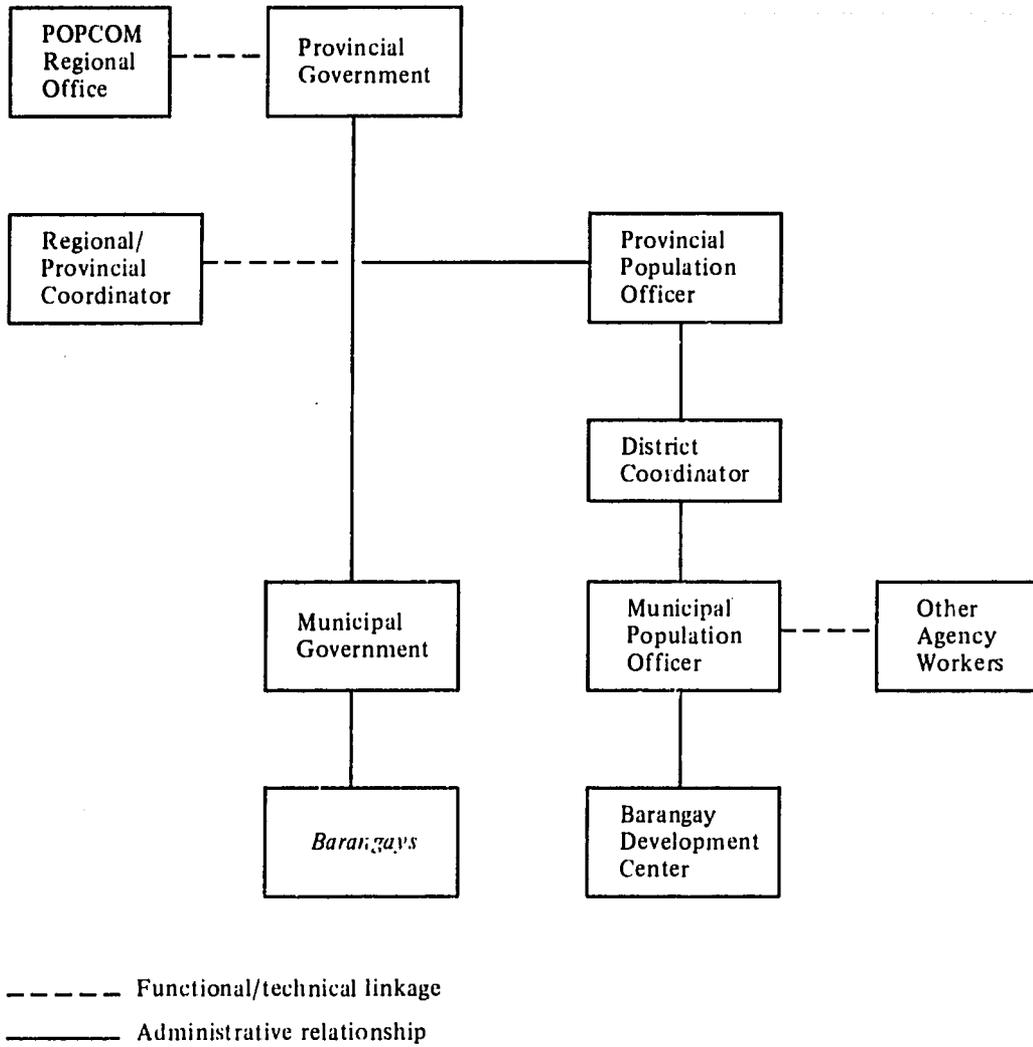
To coordinate all population program activities in each province, provincial population offices were set up. Figure 4 shows the TIDA provincial organizational structure.

The provincial population officers, who were at the highest rung of the Outreach organizational structure, were expected to report to and were responsible to their respective provincial governors. Each provincial population officer was expected to participate in the establishment of a total provincial development plan into which the population program could be integrated. They were to coordinate directly the work of the district population officers under their control.

The municipal population officers, on the other hand, were responsible for organizing a municipal coordinating committee of the population program, a barangay development council, and a team of development workers. Each municipal population officer was expected to form the council with the help of municipal mayors. It was likewise their responsibility to identify community leaders and invite them to join the municipal coordinating committees of the population program and the barangay development councils.

The plan called for the municipal coordinating committees of the population program to function essentially as consultative planning bodies on population matters, while the barangay development councils were to focus attention on the barangay, the basic political unit in the country. According to the plan, the barangay development councils would function as a point for motivation, service delivery, follow-up maintenance, and as a source of data.

The team of development workers, on the other hand, was composed of staff from partner agencies in each locality, with each one having a specific area of expertise ranging from agriculture to nutrition. As a team, the workers were expected to go on scheduled visits to a barrio, provide medical and family planning services and supplies, and to coordinate or supervise ongoing community projects. Problems encountered during these visits were expected to be referred



**Figure 4. Organizational Structure of the TIDA-PPO Project**

to and followed up with the agencies concerned for appropriate action.

### The Piloting of the Project

To try out how the plan would work, preparations were made to pilot the approach in a few provinces.

Provincial governors, a number of whom had been actively involved in the population program since the early 1970s, were informed about the Commission's new plan. Among those who responded to the population problem by initiating special projects on population in their respective provinces were the governors of Laguna, Capiz, and Misamis Oriental. These provinces together with four others that were responsive to the idea of the Total Integrated Development Approach, were chosen as pilot areas.

TIDA was declared operational in the seven pilot provinces in July 1975. In the chosen provinces, organizational structures were created with the responsibility of coordinating the population program at the provincial and municipal levels, under the overall direction of the Commission on Population.

It was planned that TIDA would be introduced in all other provinces in the three to four years following its implementation in 1975. However, in July 1976, exactly one year after the pilot project had been launched, funding was made available by USAID to implement the project on a nationwide scale. This USAID-assisted project later came to be known as the National Population and Family Planning Outreach Project, commonly called Outreach.

### Launching the Project Nationwide

Before the Outreach project was launched nationwide, the Commission's executive director together with the funding agency--USAID--all Commission regional officers, special participants from selected TIDA structures, some participating agencies, and the secretariat deliberated on how the new project should be designed.

Several meetings of these groups of people were conducted at the Commission to study the strengths and weaknesses of TIDA. There seemed to be no formal research conducted to measure or evaluate the TIDA strategy. Planners interviewed thought that the verbal and quantitative monthly and yearly reports made by program personnel on performance and problems, and field visits by regional and central personnel to TIDA

pilot provinces somehow provided adequate information about the potential of the approach.

As a result of these meetings, the Commission decided to go nationwide with the Outreach project, with some modifications of the original TIDA plan. One such modification was the decision to concentrate more on family planning than on development, since the pilot project was observed by a majority of the planners to be heavy on development--to the neglect of planning.

With lessons learned from the pilot project, problems and needs gleaned from feedback from field people, the following were set as the general objectives of the Outreach project:

1. To help reduce the national population growth rate by 0.1 percent throughout the life of the program in conjunction with other public and private programs;
2. To increase the participation of local governments in the planning, implementation, and funding of population activities at the local levels; and
3. To increase the percentage of married couples of reproductive age practicing contraception.

Out of the general objectives of the Outreach project a number of specific objectives had been set by the Commission's planners (Commission on Population 1979):

1. Nationwide deployment of around 50 Provincial/City Population Officers, 95 Provincial/City Population Coordinators, 500 District Population Officers, and 3,000 Full-Time Outreach Workers;
2. Deployment of field support teams to serve as trainers and assist the Outreach personnel in identifying problem areas and recommending and implementing solutions to problems;
3. Training and deployment of replacements for Outreach personnel to maintain effective operating density;
4. Establishment and maintenance of around 50,000 Barangay Service Points (BSPs) for distribution of contraceptives and IEC materials through volunteer workers, who will be trained and supervised by the Full-Time Outreach Workers, at the ratio of 20 BSPs per Full-Time Outreach Worker. These volunteer workers will continue to distribute free pills and

condoms and IEC materials to their neighbors and maintain records for periodic activity and inventory reports. They will also assist in the referral of prospective IEC and sterilization acceptors to family planning clinics and itinerant teams; and

5. Evaluation of the Outreach project after an adequate number of BSPs have been operational for at least six months, but not later than the second quarter of calendar year 1978.

A look at the Outreach plan showed that its objectives were specific enough to include the number of structures to be created, personnel or population workers to be involved, functions or responsibilities to be performed by each worker in the structure, targeted number of centers, and type of research or evaluation study to be conducted to measure program impact, strengths, and weaknesses.

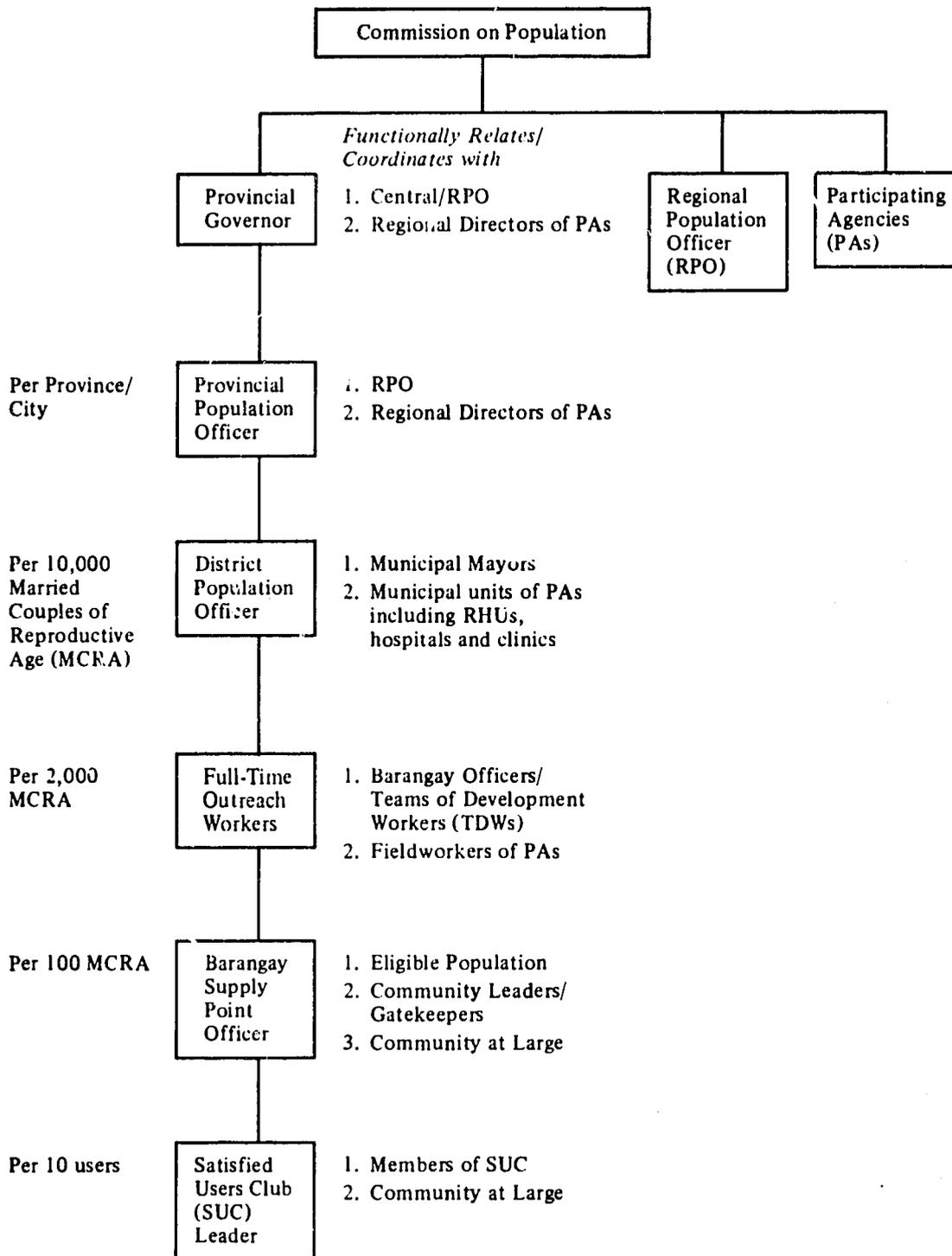
The functions of each of the Outreach structure personnel were generally the same as the TIDA pilot project structure with minor variations. The municipal population officer, for example, was given a new name--the full-time Outreach worker (FTOW)--and additional responsibilities specific to family planning and population. Figure 5 shows the organizational structure of the Outreach project.

#### THE IEC PLAN AND STRATEGY FOR OUTREACH

To reach all figures and targets set for service delivery implied a need for a comprehensive IEC support system, which came under Strategy 1 of the IEC Plan and Strategy of the Commission on Population.

In the IEC plan fieldworkers were viewed as the crucial link to the communities and couples the program was to serve. The main back-up to the fieldworkers was the broadcast (radio) system, which was used as an anchor medium because of its mass orientation. At the core of the strategy was the involvement of people in the communities--through community organizations, as motivators and service providers--not only as acceptors, but also as implementors of the population program.

In the following section, I shall discuss aspects of the communication planning process of the three IEC plans designed to complement the Outreach project. The development of the Outreach plan was important to understanding the processes involved in the various activities designed for the IEC plans, since the latter were integral components of the Outreach plan.



**Figure 5. Organizational Chart for Outreach**

Source: POPCOM 1979.

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### Information Base of the Three IEC Plans

In evolving the national IEC Plan and Strategy (the use of fieldworkers, radio, and community involvement) for the population program, the first thing that the IEC Division of the Commission did was to instruct its staff to collect data from studies conducted by agencies and to interview people from the field whose experiences covered communication and community organization and other related fields.

The IEC Division was then headed by Mr. Francisco Roque, who was associate director of IEC from 1974 to 1977. Roque, whose training/work experience was predominantly in the fields of journalism and communication, used to teach journalism courses in one of the leading colleges in Manila. He was also an editor of one of the most popular magazines just before the proclamation of martial law. In 1973 he joined the Family Planning/Population Communication Project of UP-IMC as publications and editorial consultant. In this Unesco-UNFPA project he was exposed for the first time to the field of population communication and its related components of communication research, development of materials, and training. His active involvement in the project gained him a new job as the first associate director of IEC for the Commission.

When Roque assumed office, the task that confronted him was so enormous that it could have easily discouraged anyone less committed to the program. Fortunately, the Commission enlisted and continues to count on the invaluable support of both public and private partner agencies.

One such partner agency, particularly in the field of IEC, was UP-IMC, the institution with which Roque had formerly been associated.

Aside from the region-based study conducted by UP-IMC that provided a substantial basis for IEC planning, a number of related studies on population communication had been conducted. Through the project's three components of research and evaluation, development of materials, and training, adequate support for the IEC plan was provided.

To illustrate how invaluable the UP-IMC project was to the Commission, I shall now give a short description of one of the project's publications, an anthology of family planning communication.

Research reports of the UP-IMC project were presented as monographs, anthologies, research abstracts, and so on. The studies not only pinpointed crucial areas and offered solu-

tions and recommendations, but also suggested areas for research into the various aspects and status of the IEC components of the Philippine population program.

For instance, Bautista's anthology on family planning communication in the Philippines (1976) contained a collection of some 150 research reports on family life; health; education; knowledge-attitude-practice of family planning; training; demographic, socioeconomic and sociocultural data; leadership patterns; consequences of population trends; and other information related to population. Other papers included those presented by the project staff in family planning seminars and workshops.

Like all the other research publications and reports of the project, the anthology had been prepared with different readers in mind: (1) policymakers and administrators of family planning agencies and related fields; (2) IEC personnel of family planning agencies and related fields; (3) scholars and students; (4) teachers of communication, population, and related disciplines; and (5) media personnel.

The research reports were useful in two ways. First, on the basis of data analysis and synthesis, the authors presented implications and/or tentative proposals for development of materials and training programs to serve as criteria for those who direct, manage, and supervise family planning programs.

Second, in order to show opportunities in the field--of particular importance to graduate students and young scholars--the authors described, where applicable, needs and opportunities in population communication, and suggested specific subjects for research.

On the whole, the reports underscored the Outreach project's aspiration to better serve the needs of administrators, practitioners, scholars, and media personnel for information relevant to the accomplishment of the goals of family planning in the Philippines.

It may be noted that this five-year project was under the direction of the dean of UP-IMC, Dr. Gloria D. Feliciano, a noted communication research specialist recognized not only in the Philippines but also in Asia and other countries. Feliciano is the chairperson of the Commission board's technical committee on IEC and was a member of the special committee directed by President Marcos to review the Philippine population program in 1978.

The central planners could not trace the step-by-step development of the IEC plan. All that could be recalled was that various documents on population communication and the new thrust of the population program (the Outreach project plan) were studied, particularly in the IEC Division headed by the associate director for IEC, who was assisted by three project officers and a number of research assistants.

IEC quarterly conferences with the field-experienced IEC regional staff likewise proved instructive to the IEC Division staff of the Commission in coming up with the IEC Plan and Strategy. The IEC quarterly conferences were first conducted by the IEC Division of the Commission during 1975, and until recently were still being conducted for planning and coordination purposes. Participants in the conferences included all the Commission's regional IEC coordinators and the regional production and distribution officers.

A look at the duties and responsibilities of the regional staff will show how knowledgeable they were about regional operations.

The regional IEC coordinators were assigned the job of reviewing and assessing past and current IEC activities in the region; formulating new plans and projects based on the needs of the region within the national plan; reviewing past and present IEC production and distribution activities, including existing facilities in the region; identifying local regional needs in terms of production and distribution of materials; and monitoring and coordinating all IEC activities in the region through the regional offices of the participating agencies.

The IEC production and distribution officer, on the other hand, was expected to assist the regional IEC coordinator by monitoring all activities involving IEC materials development and distribution in the region, by identifying needs for new materials and improving the distribution system, and by initiating, determining, and overseeing the production of local materials based on identified needs.

The responsibilities and functions of the IEC coordinators and the production and distribution officers were parts of the written plan and guidelines disseminated to the regional offices by the Commission.

As a whole, the decision to adopt a specific IEC plan and strategy to complement the Outreach project was based on several factors. These included secondary data or information based on data collected in studies done by partner agencies;

interviews of and sharing experiences with field personnel whose functions and responsibilities covered communication, community development, and related fields; and analyses of various documents on population communication, the new population program plan (Outreach), and the national population policies.

Chapters 4, 5, and 6 will focus on planning for the use of the three IEC strategies.

CASE I: THE USE OF FIELDWORKERS

PLANNING FOR RECRUITMENT AND TRAINING OF FIELDWORKERS

A number of problems were identified that hindered more effective family planning or population motivation, especially in the rural areas. Among these problems were the use of fieldworkers who were not residents of the place of assignment, the lack of communication skills of workers, an absence of interest in the type of work, and nonacceptance of the worker in the community.

Recognizing such problems, the regional offices of the Commission took them into consideration when recruiting population fieldworkers or full-time Outreach workers.

At the start of the Outreach project in July 1976, the Commission embarked on a recruitment campaign to attract prospective full-time Outreach workers. Advertisements were placed in local media, and offices of provincial governors, city mayors, and other local officials and schools were tapped as information centers.

It had been planned that applicants be screened by a committee composed of a Commission regional office representative and representatives from the offices of the governor and the city mayor, as these were the local government heads who would be involved in the project.

On the basis of nomination by the regional director of the Commission, the full-time Outreach worker was accepted for training. However, as a local government employee, the worker was appointed by the provincial governor.

To provide a thorough selection process, it was decided by the Commission central office that applicants should undergo a preliminary screening involving psychological examinations including an adaptability test, a cultural fair test, a planning test, and an interpersonal values test (Sobrevinas 1977).

Those who passed the tests were sent to the field for a week's pretraining work under the supervision of the regional training team of the Commission. This was followed by a 21-day training program consisting largely of group dynamics sessions and workshops.

The training program for the full-time Outreach workers was designed by the Training Division of the Commission under the then Associate Director for Training Ms. Felicidad Villareal and the Economic Development Foundation.

Villareal pointed out that in the training of full-time Outreach workers, emphasis should be given to imparting knowledge about group dynamics in a community and "knowing the climate of the organization." Therefore, the fieldworker must first help in community organization work before discussing family planning. According to Villareal, this would help to establish credibility and win the barrio people's confidence.

Villareal explained that it was natural for the training to dwell heavily on the process of the person's development values, human and population dynamics, community organization, and skills, among others.

The objectives of the training were reflected in its content. Among the subjects and activities included were an overview of the Outreach project, the roles and functions of full-time Outreach workers, issue clarification, communication principles and skills, situational analysis, introduction to organizing a community, identification of leaders, problem analysis and solution, community case study, evolving a community development plan, management of conflict, and the workers' action plan.

#### ACTIVITIES OF THE FIELDWORKER

With assistance from local government units, centers were set up all over the country to train full-time Outreach workers. Most of these existed from January to March 1977.

Because the task of training full-time Outreach workers was massive, the Commission, through its Training Division and with the assistance of the Economic Development Foundation, conceived of a plan to create field support teams in each region to handle the training not only of the full-time Outreach workers but also of all other Outreach project personnel.

Depending on the needs and problems of the locality, the field support teams adapted the curriculum suggested by the Commission's central office. However, in all regions, lectures were given on the history, philosophy, and principles of family planning, population dynamics, Filipino sociocultural values, family planning misconceptions, family planning communication, strategies for motivation, combating rumors, human physiology, contraceptive methods, supply management systems, and field systems of the Outreach program.

These were the topics that the Commission considered fieldworkers would require most in their assigned tasks. However, the amount of time devoted to the various topics generally depended on what the team thought would be most appropriate to the group. For instance, in localities where there were widespread rumors about family planning methods, the team would emphasize or put more time into discussing methods of combating rumors.

Training of workers did not consist of lectures alone. Where applicable, there were dialogues, group discussions, workshops, role-playing and simulations, and other exercises.

The field support teams were not limited to resource persons and speakers suggested to them by the central office, since they also tapped local resource persons and speakers from the community whom they thought appropriate. In Region IV, for example, community development workers from other line agencies, who had lengthy and valuable experience as well as practical strategies to contribute, were invited to serve as resource persons or speakers.

As soon as the workers had been selected and trained, they were sent back to the communities they were to serve. The first thing they were expected to do was get to know the community more thoroughly, by means of baseline studies.

#### BASELINE STUDIES

Regional workers discovered that carrying out a baseline study was essential before any organizational plan such as a community plan could be implemented.

In a number of regions observed, baseline studies were done on a community basis, and generally included the history of the community, economic resources, development activities, demographic variables, existing groups and organizations, needs, and problems. This information served as the basis of the socioeconomic profile of the barangay. In all cases, the

responsibility for collecting these data was assigned to the full-time Outreach worker. In some instances, all members of the Outreach project considered it their major responsibility to gather and know this information about their assigned community.

The barangay profile was kept by the full-time Outreach worker to serve as a guide for both information and community organization work. The District Population Office of Outreach generally kept copies of this information, and district population officers were expected to supply the provincial population officer with information about their districts.

#### THE "COMMUNITY PLAN" OF THE FIELDWORKER

Keeping in mind the results of the baseline studies, the full-time Outreach worker developed a "community plan." In most cases, members of the community were consulted, particularly the prominent leaders or gatekeepers, for approval or just for comments and suggestions. Other members of the Outreach structures were also consulted. In some Outreach areas, the plan had to be shown to the district population officer or the municipal population officer, who generally commented on whether the plan could be effectively implemented.

The full-time Outreach worker carried a notebook that contained facts about the community being served, and also kept a record of the members of the community, the married couples, the family planning acceptors, the nonacceptors, and the potential acceptors. The notebook contained many other observations about the community, and in it the community plan was written.

The community plan was basically a list of activities the worker planned to accomplish within a certain period. Some workers made a detailed description of these activities with specific target dates, resources (financial or otherwise), and people to be involved. In other cases, the activities were just outlined with no additional details. In almost all cases, target dates for accomplishment of the activities or projects were set.

The community plan was updated frequently, and current as well as future plans were naturally built on previous plans. The worker made written notes about problems encountered in implementing the plans and tried to devise ways to minimize if not eliminate them in future plans. Since these plans were shown to leaders and members of the community, the community

made suggestions on how plans or objectives could be accomplished. The worker also sought the help of fellow Outreach workers, getting ideas on how they tried to solve similar problems in their own communities.

The worker generally carried the written notes about the community while working, to permit making frequent notes about the things observed, although often this would be done inconspicuously, since community members might be intimidated by persons making notes while in a meeting or other gathering.

When Commission field personnel, Outreach workers, and others visited the community, the worker's notebooks were often consulted or referred to. The notes reflected what had been accomplished in terms of projects as well as family planning acceptance, and what the current activities and future plans were. This use of the notebooks by visitors and other workers was another reason for the worker to keep a written record of his/her activities.

Although the community plan was basically a written plan--in some cases fairly detailed and in others rather sketchy--Outreach workers said that there were also unwritten plans. These were usually informal agreements with fieldworkers of other agencies as to how certain activities could be better implemented in the community. Such agreements were made between the workers by word of mouth and were generally of a simple nature, such as cooperation in related activities or reinforcement of activities that the other fieldworkers could supply better.

Whether the community plan was written or not usually depended on the resourcefulness or diligence of the worker. Some were meticulous enough to put in writing even simple agreements or planned activities, while some were more comfortable with person-to-person agreements with co-workers or members of the community, taking advantage of the Filipino value of palabra de honor (word of honor).

Ms. Gertrudes Sumayao was one of the full-time Outreach workers in Region IV (Southern Tagalog). She served in a densely populated community close to one of the major cities in the region. She held a degree in social work and had been serving as a very active officer in an organization for youth in the community before she became a full-time Outreach worker, attributes which she thought contributed to her being selected.

According to Sumayao, the training she received was basically a review of most of the courses she had taken in

college. However, the topics on roles and functions of the full-time Outreach worker, principles of family planning, contraceptive methods, and population dynamics were somewhat new to her. She also felt that the training proved useful especially while working alone in the field. All of the things she had learned came in handy.

Because she lived in the community she was assigned to, she did not have to get up early to prepare for work. Before she left the house, she had to check her Outreach worker's kit to see if she had all the things she needed for the day's activity. The kit usually contained her notebooks, pens, some Commission forms, Outreach program forms, contraceptive samples, family planning and other development-oriented program leaflets, brochures, and charts.

If she were to visit the District Population Office or the Municipal Population Office, which she usually did once a week or twice a month for the general meeting, she made sure that she had all the necessary data about the community along with the plan she had worked out to be presented at the meeting. Sometimes she went to visit the district population officer on other days to consult about particular problems or needs in her community and to get advice on how things could be done.

For example, in one instance, the community organization suggested that the municipal mayor be invited to talk with them about the latest presidential decrees. Sumayao thought this was a good idea, and asked the district population officer to invite the mayor himself because they were good friends. The district population officer invited the mayor and the activity was carried out successfully.

According to Sumayao, there was no "typical day" for her. Every day was different as she was kept busy with a variety of tasks for the community project. However, the most common job she did repeatedly during the week was to give lectures on family planning as requested by schools, other agency workers for their target audiences in the community, or by other sectors in the community. Sometimes Sumayao got caught in conversations and "small lectures" on family planning with other women in market places, beauty parlors, or even small gatherings in private homes. Sometimes people came to her personally at her house for advice on almost anything from the topics of family planning to the green revolution (agriculture) or even love.

Sumayao thought the work of a fieldworker was very exciting. She had been a fieldworker for almost two years and

enjoyed her job. Most of the traits that a fieldworker needed seemed to be present in her case: she was a resident of her place of assignment, she had the proper communication skills, she spoke the people's dialect, she had long been associated with community projects before she became a fieldworker, she had high interest in the job, and she was accepted in the community where she operated.

Other traits that contributed to Sumayao's staying power as a fieldworker were that she was energetic, young, patient, ready to accept negative remarks from anybody and able to deal with them, sociable, had a lot of friends, and knew who to approach to help solve some of her problems as a fieldworker.

CASE II: RADIO AS THE ANCHOR MEDIUM IN IEC

The major communication support to the population program was radio, and several factors had been instrumental in the choice of this medium as the anchor in population IEC. The Commission's IEC Plan and Strategy gave the following reasons for choosing radio:

Radio has a built-in advantage of being able to reach a large number of people within the shortest time at a relatively lower cost. Research findings in the Philippines indicate that close to 80 percent of total households own a radio set. A radio set is normally also shared with other households. Radio is the main source of entertainment and news for a majority of the people, especially in the rural areas. Radio soap operas have become almost a part of daily life of the rural people. . . . When used properly for developmental purposes, research findings have indicated significant effects in raising awareness, infusing knowledge, and reinforcing existing attitudes and values that are conducive to development, though the same findings also illustrate its limitations in changing behavior of people; thus, the need to link the radio system to the interpersonal communication network. (Commission on Population 1979)

Given radio's mass appeal and the fact that there are about 240 radio stations all over the country, the Commission's IEC Division believed that radio could help create the proper atmosphere for family planning work and also actively support the fieldworkers in facilitating the clients' decisions to delay marriage or practice a birth control method, depending on the IEC objective. Radio was thus considered the ideal anchor medium, in that it was able to set the pace and atmosphere and because of its unique ability to reach the mass audience in the quickest possible time.

The decision to use radio as the anchor medium was based on four sources of information--theory, research, field experience, and feedback.

## THE USE OF RADIO IN REGION VI

Region VI, or Western Visayas, is one of the 13 regions into which the Philippines is subdivided (see Figure 3). This region, which was classified economically as an area with a high rate of development based on national income inputs, is composed of six provinces and eight cities, covering the whole island of Panay, half of Negros Island, and the island province of Guimaras. In each of these provinces and cities, Outreach structures had been created.

The regional office of the Commission was located in Iloilo, the capital city of the region, which is about an hour by plane from Manila.

According to informants, family planning information, education, and communications (IEC) in Region VI had undergone a painful process of growth. In the past, IEC activities in the region were fragmented, had no direction, and had no development framework--a guiding framework that the Commission should have provided. Furthermore, family planning IEC programs overlapped and were not coordinated with activities of partner agencies in the region. Interpretations by partner agencies of policies from the central office also varied.

## THE REGIONAL CONSULTATIVE COMMITTEE FOR THE POPULATION PROGRAM

Agencies implementing the population program in this region, aware of the need for integration of all IEC activities into one coordinated and systematic effort, came together in 1973 and organized what is now known as the Regional Consultative Committee for the Population Program. Members of this committee were representatives from line agencies of the government and private organizations in the region.

Heads of partner agencies interviewed said they saw the need for such coordination long before 1973, and each one of them thought there was a concerted desire among the agencies in the region to have an integrated and coordinated task. However, it was the Commission's regional officer, Mr. Manuel Arejola, who made the first major move to gather all the agencies in the region and organize them into the formal body.

During the first five years of the Regional Consultative Committee for the Population Program, meetings were held every month. Generally, the agenda included the following:

1. Each member agency would inform the group about its present plans, projects, activities, and the latest instructions or plans received from its parent agency;
2. Each member agency would inform the group about some problem encountered in the fulfillment of its functions in the field and how other agencies could possibly help in terms of labor, facilities, or services. This activity generally had to do with facilitation of work by agencies involved; and
3. Discussion on how to avoid overlapping or duplication of activities so as to make full use of available resources and labor in the region.

However, a number of individuals interviewed in the region felt that overlap and duplication should not be considered a serious problem if activities reinforced each other. One respondent said that duplication was what was really needed "to drive our intentions clearer and stronger." However, this respondent was quick to add that considering the limited resources and available labor in the field and the multisectoral problems faced in the localities, there was a need to channel the right resources to the activities where they were urgently needed. When asked which activities or programs needed the most serious attention, he answered, "All."

Recognizing the power of the media, especially the accepted theory that the multimedia approach had greater impact in disseminating information, the Regional Consultative Committee decided to use the multimedia approach.

#### THE MULTIMEDIA PACKAGE PROGRAM

The multimedia package program was designed to orchestrate various IEC efforts into an integrated and systematic dissemination of development messages. As its name implied, the different communications media--radio, print, films and other audio-visuals, as well as fieldworkers--were utilized in concert. The plan was to give truthful and unbiased information about the program and bring about a change in the values of the people toward growth and development.

The planners stated that their target audience was the family, in recognition of the influence of this social unit in changing values. Therefore, the plan was designed to awaken the people's consciousness of themselves and their realities, to help them reflect and decide what they wanted for their future.

Radio had been identified as the pivotal medium of Region VI's multimedia package program, and those involved in communication planning had definite ideas about the importance and use of radio. In interviews with regional Commission personnel, such as the IEC coordinator, the planning officer, the IEC production and distribution officer, and some members of the Regional Consultative Committee--particularly those agencies whose line functions were involved with IEC--the following reasons were stated for selecting radio as the pivotal medium:

The widespread use of transistorized radios in the rural areas provides radio with a wider reach in terms of information and education and uniformity of content.

Radio is cheap. Furthermore, it is the primary mass medium closest to the heart of the barrio folks.

Print media are the most common channels of information of family planning agencies; rural people, however, depend more on radio for information.

For a wide audience coverage, the IEC program should depend strongly on mass media in terms of radio broadcasts.

From such responses one could draw a number of inferences about the planners' images of radio as a communication medium. Among these are the delineation of rural and urban audiences and the inclination of the rural audience to use radio more than other channels of communication; the differentiation of the functions of information and education; and the recognition of the uniqueness of each type of communication channel.

Planners likewise thought in terms of cost-effectiveness, and recognized that radio was comparatively effective and cheaper in the long run than other media. Radio was also thought to convey the content of communications in a uniform manner.

The people interviewed appeared to have different bases of sources of information for maintaining that radio was the best pivotal medium for the multimedia package program.

Regional IEC Coordinator Mr. Dick Brillantes said that his experience of working with the radio industry for over 12 years, before he became affiliated with the Commission's regional office, showed him the potential of radio as a mass

medium. His visits to the Outreach areas also seemed to support the notion that radio was indeed the closest medium to the hearts of the barrio people.

Regional Planning Officer Ms. Ida Siason thought that the research findings conducted by agencies also seemed to point to the usefulness of radio in disseminating information. She cited studies conducted by the Population Center Foundation and the University of the Philippines, as well as those made by local schools or universities and IEC agencies in Region VI. Their experiences and observations in the field reinforced her belief that the IEC program should strongly depend on radio.

Personnel in line agencies in the region were also asked to evaluate the decision to use radio as the anchor medium. They thought that for wide audience coverage radio was the second-best medium, the best being fieldworkers. The use of transistorized radios, especially in far-flung areas, provided radio with a wider reach. They believed that radio was a valuable support medium for their fieldworkers in informing their clients and in facilitating clients' decisions.

Furthermore, radio programming in Region VI was designed to link with the activities of the fieldworkers, who helped popularize programs bearing population and development messages, organized listening groups, recruited and enrolled listeners, and catalyzed behavior change, especially among organized listening groups. All of these activities were planned to relate to the synchronized messages coming from print, the IEC teams, and other fieldworkers in the team of development workers, as conceived in the multimedia package.

#### RADIO PROGRAM FORMATS AND APPROACHES

Once the committee had decided on the media package for the region, the next task was to determine program strategies and approaches.

The IEC Division of the central office of the Commission on Population suggested a number of formats and styles of presentation of radio programs which the regional offices could adapt or obtain ideas from. However, consistent with the decentralization or regionalization policy of the Commission, the regional areas were encouraged to innovate and develop formats or styles suited to the uniqueness of their respective areas.

According to the Commission, the use of radio could take the following tested formats:

1. Radio drama series (serial or wakasan) with modified school-on-the-air approach.
2. Forum/talk/radio bulletins and variety programs.
3. Short spots, jingles, or minidramas ranging from 15 to 60 seconds to capsule certain impact messages especially as direct support to service delivery. (Commission on Population 1979)

A number of approaches or styles of presentation were also suggested by the Commission's central office:

1. Development of programs that reflect the needs, social values, culture, customs, and traditions of the regions and that preferably use the local dialect.
2. Presentation of programs with an integrated content (i.e., family planning, nutrition, sanitation, food production, recreation, education, etc.).
3. Use of subtle approaches in the development and production of radio dramas with family planning messages. (Commission on Population 1979)

In Region IV, the influence of Commission guidelines was illustrated by the regional office's adoption of almost all the radio formats and styles suggested. However, the influence of other IEC line agencies in the region, such as the Family Planning Organization of the Philippines, the Ministry of Public Information, or the National Media Production Center, may also have contributed to the radio formats adopted there.

Regional operationalization and uniqueness, on the other hand, were demonstrated by the radio program Pamanggas Tuhoy sa Buas-Damlag (loosely translated as "Investments for the Future"), which was designed by the Committee to be the broadcast strategy for the multimedia package.

#### THE PAMANGGAS STRATEGY

Pamanggas Tuhoy sa Buas-Damlag was a 30-minute radio drama. The Regional Consultative Committee for Population Programming planned that the program should be based on

true-to-life situations, because they believed it was desirable for the listeners to be able to identify with the local characters in the drama. It was decided that the program would present problems, with solutions left for the listeners to resolve.

Stories were developed around major themes encompassing many aspects of family planning and development, with each topic lasting for a week. It was decided that no suggestions about family planning or recommendations for the adoption of family planning methods would be given.

Although each story told of a different group of persons in one or two families, the central character was Tiya Caring, the narrator who, as the owner of the barangay store, knew all about the people in the community and their lives through the talk of regular habitués of the store like Tiyo Tuso, the village philosopher, Tiya Coleng, the village drunk, Tiya Itsay, the village gossip, and others.

The design of Pamanggas was basically the idea of Manuel Arejola, the regional officer of the Commission in Region VI and Dick Brillantes, the regional IEC coordinator. The idea for the series was presented to the Regional Consultative Committee by Arejola for comments and suggestions.

He requested that the agency members provide the Commission's regional office with suggestions about story lines, plots, themes, and so on, either directly or by encouraging their respective fieldworkers to suggest good story materials based on their actual work experience. These ideas were to be passed on either to the full-time Outreach workers or other Outreach personnel or directly to the regional office.

It was hoped that coordination with IEC workers of the regional partner agencies would be strengthened by this approach as they were encouraged to share their wealth of field experience in conceptualizing the campaigns.

Using ideas adapted from true-to-life situations, the regional office prepared the materials. However, only one person, Dick Brillantes, performed most of the functions in the production of the programs, including composing theme music, selecting plots, writing scripts, selecting performing artists, directing the programs, and even distributing materials.

During the early stages of the multimedia package program, Brillantes would present the plots of the radio dramas to the regional officer for comment and approval. (See

Appendix D for a curriculum sample presenting plots of the radio program.) Later, because the regional officer had many priorities to attend to, the decisions about the Pamanggas radio drama became the full responsibility of Brillantes. Subsequently, suggestions about story lines and curriculum content from partner agencies became infrequent and Brillantes had to work them out himself.

#### SUPPORT ROLE TO PAMANGGAS

As part of the strategy of the multimedia package, other materials had to be developed to support the radio drama Pamanggas. These included curriculum leaflets, posters, a newsletter, and audio-visual presentations.

The curriculum contained topics and story lines of the dramas to guide fieldworkers in group discussions at the barangay level. The leaflets reinforced the broadcasts. Messages in the broadcast were reflected in the leaflets in more detail to make clear to the listeners what they may have missed in the broadcast. (See Appendix E for a sample of the leaflets used.)

Posters announced in advance the topics that would be broadcast for the whole month. The posters promoted both the radio program and the station carrying the program, and reflected or reinforced and reiterated the themes presented in the broadcast.

As conceived by the committee, the Pamanggas should also have been supported by motion pictures, as well as soundslides. (At the time of interview, the soundslides were in the final production stage.) The audio-visual presentations attempted to present day-to-day events in the lives of target families made up of farmers, fishers, squatters, cultural minorities, and others, along with their aspirations, dreams, and plans for the future.

A newsletter was also produced by the Commission's regional office, and geared to all population workers in the region. It contained news about population activities of the agencies collaborating in the population program, and was also titled Pamanggas.

As the plan provided, the Outreach workers served as the crucial link in substantiating the messages aired over the radio to the listening groups in the communities.

For example, in one region, the full-time Outreach worker placed the posters in strategic locations in the community, organized listening groups or attended community meetings where he/she would have the chance to distribute the leaflets, and guided group discussions about the radio program.

The Outreach worker was likewise expected to contact the IEC team of the regional office or the National Media Production Center, if film-showings were requested, and to invite speakers from development-oriented agencies such as the Ministry of Agriculture, the Ministry of Health, and others as requested by the people in the community. They also were expected to obtain feedback from the people about any problems or suggestions they could make to improve the radio program or the population development program in general.

#### FUNDING FOR THE STRATEGY

The financial support for the IEC program in Region VI came from the national government budget, local government contributions, and foreign donors, with some input from regional participating agencies.

The multimedia package--specifically, the Pamanggas radio program--was funded directly by the national government through the budget allotted by the Commission as part of the IEC Plan and Strategy for the region.

The radio program also received substantial support from partner agencies in terms of sharing technical expertise as well as human and material resources and facilities.

According to Brillantes, the search for facilities, resources, and talent to implement the program required a lot of patience, ingenuity, and public relations. As one member agency of the consultative committee described the Commission: "POPCOM is a 'pleasing' organization in the sense that for its program and plans to be thriving in the regional areas its favorite phrases are 'Please coordinate,' and 'Please facilitate'."

#### MONITORING AND FEEDBACK

The project and communication plan required that regional offices monitor the Outreach program every month to get first-hand information on how it operated at the different levels. After identifying weaknesses and strengths, ways to solve

problems and improve existing set-ups or policies could be developed in collaboration with other population workers.

In Region VI, members of the monitoring team were from the Commission's regional office, with leaders selected by rotation. This team covered the islands of Panay, Guimaras, and Negros.

The following questions about the radio program Pamanggas were addressed to the full-time Outreach workers:

1. What is the number of enrollees?
2. Does the full-time Outreach worker receive leaflets/curriculum materials regularly?
3. Does the full-time Outreach worker know what the leaflet and what the curriculum are for?
4. Does the full-time Outreach worker distribute them, and to whom?
5. How effective are these materials?
6. What is the community feedback regarding the radio program?
7. Any other suggestions?

The monitoring team also approached people in the community and asked questions about the population program in general as well as about the radio program. The monitoring checklist included the following questions:

1. Does he/she listen to Pamanggas? If not, discontinue asking questions.
2. Is he/she an enrollee? If yes, what are his/her expectations as an enrollee? Was he/she given the leaflet?
3. What does he/she think of the drama?
4. Is the drama relevant?
5. What does he/she like about it? What doesn't he/she like about it?
6. Any other suggestions?

As part of the original plan, the Commission provided the monitoring guidelines and a number of suggestions. However, the monitoring checklist was refined by the regional office, with inputs from all senior officers of the Education and Training Section, the Service Delivery and Training Section, the Communications Section, and the Management Services Section.

Results of the monitoring were used in reports submitted by the regional office to the central office, such as the Regional Population Office Narrative Report of Outreach, Monthly Status Report on Outreach, Regional Monthly Statistical Summary, Status of Deployment of Outreach, Status Report of the Month, Training Project Progress Report, and Summary Report on Sterilization.

Aside from the regular monitoring by the regional office and feedback forms completed by the full-time Outreach workers, the Pamanggas radio program had not been formally studied. However, the Commission's IEC Coordinator Dick Brillantes thought that the program seemed to be successful in getting the message right to the people, as proved by monitoring the increase in enrollees per month, and positive feedback from the listeners through informal talks with them.

Furthermore, Brillantes pointed out a survey conducted in late 1978 by the Philippine Survey Research Center, a Manila-based research company studying radio listening time and effective sales of products through the broadcast media, which showed that Pamanggas at radio station DYRP topped the listenership rating among eight radio stations in Iloilo City on the 11:00-11:30 a.m. time slot. Competing programs in the same time slot included three other radio dramas, four disc jockey programs, and a musical commentary show.

The results of the research survey, Brillantes noted, were enough compensation for the hard work he and his staff were doing. However, he added that perhaps they needed to work a little harder to live up to the expectations of the program enrollees and listeners.

#### THE PAMANGGAS RADIO DRAMA PLANNER

Dick Brillantes was the man behind the development and production of the radio drama Pamanggas. His experience in radio dated from the 1950s when he started as an announcer and later as station manager in the Western Visayas. This experience, plus his bachelor's degree from one of the leading uni-

versities in Manila, proved valuable when he decided to work full-time as the IEC coordinator of the Commission's regional office in Iloilo.

He noted that his job was very demanding, as it took too much of his free time and weekends, but said he greatly enjoyed it and was proud to be working with the Commission, an institution that he believed to be committed to the improvement of the quality of life of Filipinos.

Brillantes only regretted that the Commission could not provide him with one more assistant with the proper qualifications and training to help him do such a gargantuan task. Although his IEC production and distribution officer greatly helped him in the production of Pamanggas, there remained a number of other IEC functions that the Commission was expected to perform in the region.

These functions included the production of leaflets, posters, and the curriculum (which were designed to complement Pamanggas); the development, pretesting, and mass production of a flip-chart to be used by the Outreach workers in the region; IEC activities such as film showings, lectures to community assemblies and mothers' classes; and special projects like the production of soundslides, which at the time of interview were in the process of sound-mixing, polishing, and refining.

#### HOW TYPICAL WAS REGION VI?

How typical was Region VI compared with other regions of the country? Field visits and observations conducted in Regions IV and X, and feedback from the IEC staff of the Commission seemed to show that although IEC approaches in each region varied slightly, the same resources were coordinated, and the same problems, needs, and planning processes identified.

Regional offices shared their ideas, as evidenced by the regular holding of conferences and meetings at the Commission.

One such meeting for the purposes of feedback and coordination was the IEC quarterly conference, in which IEC coordinators, and in some instances their respective production and distribution officers, were invited to the Commission. Sometimes these conferences were hosted on a rotational basis by the regional offices, which gave other regions the chance to observe the actual field operations of their counterparts.

A number of generalizations could be drawn from this second case. One is that under challenging leadership, work pressure, and strong individual commitment, routinized and individualized planning were most likely to happen. Broad involvement in operational planning, such as getting feedback from various agencies on program content and format, appeared to be difficult to achieve, particularly in planning activities that involved the element of time--such as the production of regular messages via radio.

CASE III: COMMUNITY INVOLVEMENT

To improve the service delivery capability of the Commission, regional field office units were established and given relatively more authority and responsibility than many of their counterparts in other agencies such as the Ministry of Health or the Ministry of Social Services and Development. The number of social, economic, and institutional measures that were adopted after the promulgation of the Population Act attested to the greater authority and responsibility of the Commission compared to many of its counterparts. (These measures were listed in Chapter 2.) However, a higher degree of commitment to a common goal--that of social development of the people--was also expected of the population workers at the regional office level.

At the national level, the one major concern seemed to be for growth rate reduction. The regional offices, on the other hand, had two major concerns--to provide efficient service delivery channels and thus effect a reduction in growth rate; and to enhance social development by developing the family and community to be politically participative, socially involved, and economically productive.

To achieve these tasks, a strategy had to be employed not only to facilitate both concerns, but better still, to integrate them as an indivisible and organic undertaking--one within the context of the other.

The Commission on Population believed that community organization techniques best suited the purpose. The IEC Plan and Strategy of the Commission stated:

The days of the shotgun approach in IEC must give way to an approach where people in the community are involved as participants in the decisions and processes that affect their lives. It is also at this point where information giving ends and the deeper process of education begins.

## THE COMMUNITY INVOLVEMENT PLAN

To operationalize the concept of the integrated approach, organizational structures had to be created in the provinces. At the core of this decentralized IEC strategy, planned to be supportive of service delivery, were the Barangay Supply Point officers and the Barangay Development Centers. (See Chapter 4, "Case I: The Use of Fieldworkers," for a description of the Outreach organization structure.)

The Barangay Development Centers were set up to serve as information sources, motivation and contact points, referral points, and supply-resupply points. According to the plan, these centers could be considered the backbone of the Provincial Population Office, since it was through them that people were expected to become directly involved in the population programs.

Gatekeepers or influential community members were identified to serve as members of the Barangay Development Center, and a leader was chosen to coordinate the activities of the center in the village. The Barangay Supply Point officers and the members of the Barangay Development Centers were expected to become self-sustaining agents of change in their communities if and when the fieldworkers pulled out.

In the rural areas, it was perceived that an informal network of communication and influence operated very strongly--neighbors influenced neighbors, friends influenced friends, and relatives influenced relatives. The Commission's planners inferred that their task was to infuse the population factor in the flow of influence through the strategy of community involvement.

Because of the necessity for integrating all development activities into a total development program, it was argued that concern and involvement in development activities would have to be integrated into the people's outlook and philosophy of life. Participation of the people was assumed to be an expression of such integration--initially in various community undertakings, as well as in the planning, implementation, and evaluation of community development programs.

Since local development activities were to be organized and coordinated, community organizations had to be created. The IEC strategy made use of existing viable structures. The Barangay Development Centers were conceived to help centralize, organize, coordinate, and facilitate the development of a strong community organization in the barangay.

In total, the Barangay Development Center had the objective of developing self-sustaining and self-reliant communities. In line with the concept of the Total Integrated Development Approach, and later Outreach, the Barangay Development Centers were expected to sustain the fundamental concepts of integration and participation. They would be the vehicles for implementing Outreach at the village level.

In light of their development orientation, the Barangay Development Centers, according to the plan, would not be limited in function since they could also serve as points of convergence for development workers in areas like agriculture and food production, nutrition, health and sanitation, land reform, and so on, as well as family planning.

#### DECENTRALIZATION OF PLANNING

To find out how far the Commission's strategy of community involvement was translated into more concrete or specific plans, provincial population Outreach structures were visited and observed.

The provincial population planners were to determine the problems and needs of their communities. They needed an initial grasp of the economic, political, and social dynamics of their communities to serve as some form of guide in organizing an effective Barangay Development Center. The baseline studies conducted by the Outreach workers were useful to them.

#### PROVINCIAL LEVEL INITIATIVE IN PLANNING

In one province, I received the impression that the suggestion to launch a special project for the communities had been made by the provincial governor.

In Camarines Norte, Mr. Rene Villanueva, a member of the field support team in Region V (Bicol) noted that the governor thought that the people were tired of listening to family planning from the fieldworkers. The governor asked his Outreach workers to conduct an inventory of raw materials in their respective communities that could be used in viable cottage industry projects.

Villanueva said that it was not difficult for the Outreach workers to make the inventory since they were based in the barangay and knew what the resources were. Furthermore, they were aided by the baseline studies they had themselves

conducted. The baseline studies included listings of available resources and raw materials in the community.

In consultation with interested members of the community, cottage industry projects were developed. The Outreach workers showed the list of raw materials and asked the community members what projects they were willing to engage in. The scheme that would use the most abundant raw material was selected and the group proposed a number of projects.

The full-time Outreach workers coordinated the training sessions. Aside from the National Cottage Industry, other private groups had, through the influence of the governor, been asked to assist the communities.

Under the direction of the provincial governor, the provincial population officer and some of his district population officers looked for markets for products in Manila. The provincial government provided transportation expenses for these population workers, who momentarily became middlemen in the business. When they found that buyers charged a very low price when selling the products, they went out again to look for buyers who would offer the products at better prices.

Villanueva said that the governor had to think of workable projects such as this since he believed that this strategy would have a tremendous effect on employment and family planning practices. He noted that people were tired of big talk and that "they know when they are just being played around."

Villanueva made the same observation in his work as a member of the field support team in his region. He noticed that sometimes people listened to talks by fieldworkers just for the sake of listening. Afterwards they went out and forgot everything that had been said. It is for these reasons, according to Villanueva, that the governor of Camarines Norte thought of the cottage industry project.

This case illustrated how planning could be initiated at the provincial level, particularly by the head of the local government unit. Although it was envisioned by the Outreach project that participation with local government would take the form of organizational, labor, and financial support, some local governments, as Camarines Norte exemplified, thought it was their responsibility also to initiate projects and activities for the communities under their jurisdiction.

Support from local political structures appeared to be one criterion that was yet to be fulfilled, especially in the

operational planning of the Outreach project. Without active support from local leaders, little seemed to be accomplished. However, with their participation, other resources in the community seemed to be brought within easy reach.

#### PRIORITY PLANNING AT PROVINCIAL AND FIELD LEVELS

To illustrate how the mechanics of organization of the Barangay Development Councils were planned and how priorities were set, the Provincial Population Office of Misamis Oriental in Region X will be taken as an example.

The provincial population officer of Misamis Oriental, Mr. Arnold L. Barba, believed that it was important to understand the total outlook of the municipality before beginning the process of organizing the Barangay Development Centers. Inasmuch as the centers could not be organized in all barangays at the same time, priorities had to be set.

In Misamis Oriental, the basic guideline was the needs of the barangay. Even the organization of the centers, according to Barba, had to start from real and felt needs of the barangay.

Some criteria for priorities identified by this provincial population officer were (1) poor development of a community--economically, politically, and socially; (2) remoteness from urban or rural/urban centers; and (3) a high natural growth rate of the population.

It is not clear where Barba got the guidelines he handed to his Outreach workers, but it could be assumed that they were the product either of interactions among provincial population officers in meetings conducted at the Commission or of his own experience, since his province was one of the original Provincial Population Offices piloted in the TIDA-PPO Project in 1975.

#### ESTABLISHING AND WORKING WITH BARANGAY DEVELOPMENT CENTERS

In Misamis Oriental, Barba noted that experience taught them that in promoting the concepts and rationale of the underlying philosophy of the Barangay Development Centers, the following qualities should be looked for in choosing Barangay Development Center members: (1) concern for the people in the community; (2) responsibility, reliability, and sincerity; (3) acceptability to the community; and (4) residence in and knowledge of the locality and its people.

Barba believed that the number of members of the Barangay Development Center should depend on the needs and readiness of the community. For organizational purposes, however, he suggested to his Outreach workers that it was best to start small and expand the membership as the need arose.

This suggestion was followed by the Outreach workers in Misamis Oriental in establishing the Barangay Development Centers. The workers echoed the opinion that "quality is better than quantity."

For example, the Dampias Barangay Development Center of Misamis Oriental had 20 members, all of them active, who met once a month to discuss plans and map out their plan of activities (Despabiladeras 1978). Through their efforts a number of projects were accomplished, including the repair and painting of the barangay stage where the village people held cultural shows and community assemblies, and the installation of a court for the community's favorite sport--basketball.

There were fund-raising activities for the water system project, and ₱1,000 was raised for the barangay high school, which would have been closed but for the efforts of the Dampias Barangay Development Center. An additional project was the construction of a bus shelter.

Barba noted that the Barangay Development Center functioned best like a committee in a democratic system, with jobs assigned to committee members generally depending on the needs of the community. Organizationally, however, he said it was advantageous to have a Barangay Development Center coordinator, gatekeeper, or chairperson. Existing organizations in the community should be tapped and coordinated with the Outreach philosophy. The center would then provide support and staff for development activities to the barangay captain and barangay councils that constituted the political units at the village level.

For example, in Initao, Misamis Oriental, Mr. Francisco F. Pepino was both Barangay Supply Point officer and Barangay Development Center coordinator in Barangay Kamelon. As the Barangay Supply Point officer, he supplied the continuing users in his village with condoms or pills, and successfully persuaded mothers to undergo ligation. As the Barangay Development Center coordinator, he engaged the council in beautification campaigns, communal gardening, and road construction projects as an offshoot of a challenge he issued to the Barangay Council, of which he was a member. He proposed that the Barangay Council initiate the projects,

because if it did not, the Barangay Development Center would. The Barangay Council decided to engage in the project, and the Barangay Development Center provided support (Despabiladeras 1978).

#### ROLES OF OUTREACH WORKERS--PLANNERS, COORDINATORS, INFORMAL EDUCATORS

The full-time Outreach workers were expected to coordinate and support the Barangay Development Centers. The Commission's central office had set a target of about 20 barangays for every full-time Outreach worker. In the regions visited, these workers were observed to have organized or helped set up an average of eight to ten Barangay Development Centers and planned to establish such centers in other barangays.

Family planning related functions of full-time Outreach workers that had direct implications for the mobilization of the community (aside from the gathering of demographic data) included mobilizing and maintaining service flow to the Barangay Supply Point leaders in pill and condom dispensing, simple record keeping, referrals, motivation of acceptors, follow-ups, and remotivation of dropouts. These tasks had been included in the Commission guidelines for the creation of Outreach structures in the provinces.

The community organizers in the region, namely the full-time Outreach workers, recognized the difficult task assigned to them. Mr. Douglas Cantiller, provincial population officer of Capiz (Region VI), said that the strategy of community organization should really be participatory involvement. There would be no community organization if the full-time Outreach workers could not participate in the activities of the community. The Outreach workers, for example, stayed in the locality where they worked, ate with the people, worked with the people. Only then could they become credible population workers.

In the Bicol Region, Rene Villanueva said that experience showed that in a community organization one had "to level oneself with the people to be credible." A fieldworker cannot just go out to the field and start convincing women to use IUDs. In an interview, he had this to say:

You just don't know how hard it is to sell family planning in the field. I don't know if POPCOM Central realizes all these hardships we have. If you go down to the field and go with an FTOW then you

will understand the multifaceted problem he faces. It is real hard work. There is no prestige in the work. You also have to get along with a lot of people--all types of them. You really lose your glamor when you are a population worker because you climb mountains and walk on mud.

#### PLANNING FOR CONTINUATION OF BARANGAY DEVELOPMENT CENTER OR SUPPLY POINT PARTICIPATION

The Barangay Development Center coordinators and the Barangay Supply Point officers were volunteers from the communities, and did not receive any form of compensation from the Outreach project.

Informants of this study appeared to be divided about whether these workers would go on operating successfully without receiving some form of monetary support from the government. Some provincial population officers thought that they would, but others maintained that some centers were not able to create positive impact in the community because the officers were waiting for some form of incentive from the project.

In January 1978 President Marcos directed the Special Committee to evaluate population-related policies and programs and recommend program thrusts for the future. Committee members felt that "volunteerism" had a limit and that monetary incentives might have to be considered in the near future.

Should monetary incentives be adopted, the committee estimated that in five years, salaries for Barangay Supply Point officers could cost more than ₱40 million a year (roughly US\$6 million) which, when added to the required administrative expenditure up to the level of the full-time Outreach worker, would amount to an Outreach expenditure of ₱60 to ₱70 million per year. The committee thought that this would be too expensive for local governments to finance alone, in which case the national government would have to continue supporting the Outreach network in the future. As of 1979, monetary incentives were not being used.

The Special Committee recommended three options for the Outreach structure: (1) allow the network to continue, with the government prepared to shoulder the required financing, including possible monetary incentives for the Barangay Supply Point officers; (2) integrate the delivery of all social services to achieve economies of scale; and (3) cut down on the personnel of the network, especially at the levels of

district population officers, full-time Outreach workers, and Barangay Supply Point officers.

In the meantime, Commission regional and provincial population officers were doing their best to keep volunteerism going. In areas where volunteers were supported, turnover was observed to be low and projects launched by the community were known to be thriving.

For example, in the Bicol Region incentives took the form of recognition days for volunteer workers, when certificates of appreciation for achievements were given. If extra funds from the regional office were available, the regional office gave out insurance policies as incentives to Barangay Supply Point officers and Barangay Development chairpersons. Free T-shirts and supply cabinets were also distributed. Signboards put up in front of houses of volunteer workers indicated that they were leaders in the community and increased their prestige.

The volunteers were also encouraged to attend provincial and regional meetings to obtain feedback about their communities as well as the status derived from active participation in decision-making and planning. Furthermore, the strategy of getting volunteers involved in meetings, according to population workers in this region, gave volunteers the feeling of being part of the national project and not left out of the national trend of events. These strategies of recognition and involvement in the absence of monetary compensation for work done by volunteers seemed to help make volunteer workers more active and community organizations more successful.

Population workers interviewed believed that experience told them to take care of the volunteers, since, as one population planner referred to them in an interview, they were "the people who lay the golden egg."

#### SOME GENERAL OBSERVATIONS

With this case, I have attempted to show how decentralization of planning, coordination, and implementation was done through the Commission's strategy of community involvement.

The Commission's central office gave general directions for the program, in terms of the IEC plan, for example, and the field or regional offices were left much on their own to devise specific plans or strategies to suit their respective localities.

In some instances, because of administrative constraints, guidelines provided by the Commission appeared to be difficult to operationalize. It was at the field level that one could appreciate the efforts of field personnel and their innovations that translated national and even regional plans into meaningful local plans. As one planner commented: "POPCOM still goes with the general outline of the plan and the activities, but how to make specific plans so that these planned activities could be implemented without the necessary support is another thing. So, we [make] do with what available choices we have."

Because regional and field offices were given much freedom to plan, they were encouraged to become more active and resourceful planners. Imagination and creativity as well as a demonstrated commitment seemed to be the primary traits of regional planners.

Support from the local political structure was one criterion that had not yet been fulfilled, especially in the operationalization of the Outreach structure. Without active support from the governor or the Barangay Council, for example, little seemed to be accomplished, but when they participated other resources seemed to be within easy reach.

Encouraging middle level planners such as the provincial population officers and district population officers, who had been involved with the population program for quite some time and whose valuable experience was indispensable to the institution, appeared to be another significant element in planning. As much as possible, these people were to be retained in their respective offices and means found to keep them there.

Initial interviews with planners indicated that they do have philosophies, images, or theories of planning, and also of what development means. They used the term communication planning in their conversations. A more precise and detailed understanding of these points was believed important enough to pursue directly and at some length with the planners.

An interview schedule was made and dealt with the above questions. Interviews were conducted with planners or individuals whose participation had important effects on the nature of the Outreach plan or the IEC Plan and Strategy.

At the Commission on Population, interviews were held with the executive director, all associate directors, all project officers of the IEC Division, the Outreach project manager, and heads of subunits such as the Monitoring Section, the Systems Analysis Section, and the Program Funds Analysis Section.

At the regional and provincial levels, individuals interviewed included the regional officers of four regional offices, their IEC coordinators and planning officers, the provincial/city population officers, a number of district population officers, and full-time Outreach workers.

Project directors and leaders of other family planning population agencies were also interviewed, covering five government and four private agencies. One interviewee came from USAID, which was the funding agency for the Outreach project. In all, a total of about 40 planners and other individuals were interviewed.

What follows were some of their responses to the interview.

#### PLANNERS' CONCEPTS OF "DEVELOPMENT"

A majority of the planners thought that development should mean "quality of life" or the "upliftment of an individual not only economically but socially as well."

Some noted that the Gross National Product (GNP) is a good indicator of development, but were quick to add that GNP is really "a biased kind of indicator, since GNP could be distributed unevenly, which appears to be the case for the country since there is a wide disparity between the rich and the poor."

A number of planners believed that "there is a need to develop not only the mind and emotion of an individual but also different aspects of that individual." The total personality of the individual ought to be developed. One planner made an analogy between individual development and national development: "Just like in government--the little things that we government servants do contribute in some aspects to attaining the major development goals of the country."

Some planners thought that development was "the process of growing from one state to another" and that it should principally mean personal upliftment of the individual in relation to society, to other people, and to the environment. Others thought that development was "motivation of people to move from where they are now to a certain higher level." (That is why develop comes from the same root as the word envelope, because develop means taking out a thing or an individual from an envelope or from a place or situation where he could not get out or move about.)

Development, a number of planners believed, could start from a dot and be stimulated by a very small piece of information like, for example, family planning. "When that individual comes to accept even just a small idea, like limiting family size, and then wholeheartedly believes in it, this idea becomes the foundation of other plans for himself and his family, and this is development."

A great number of individuals interviewed thought self-sufficiency was very important to development. Development could mean that a country can get more and more loans, but that view "does not mean anything in terms of providing self-sufficiency."

#### THE PLANNERS' CONCEPT OF "COMMUNICATION PLANNING"

About three-fourths of the individuals interviewed felt that communication planning was a vital component in the planning of a population program. To them, communication planning involved the design of a strategy to communicate whatever messages were in the program and strategies to insure that the

people really understood those messages. These groups recognized that feedback was vital in communication planning. They believed there was a need to find out what happened to strategies that were implemented--whether the program really involved more people, what the people liked or disliked about a particular plan, or whether there was a need to modify or change a particular strategy. One planner summarized her conception of communication planning as follows: "I plan what to communicate, how to communicate, and find out whether my communication was effective or not, and then I revise my plan based on the feedback that I get."

One planner whose agency is population education said that "if you are in education your communication planning is geared toward the education output. However, if you are in an industrial firm your communication plan would have something to do with the industrial output." Nevertheless, this planner was of the opinion that whatever area you are in, you will get involved with the principles of communication planning, which to him meant the planning of an activity--"how to execute that activity, and how to evaluate it so as to attain the objectives of that activity in the shortest time possible and in the most efficient and productive way, by getting more involvement and better morale." This planner believed that group dynamics were very important in communication planning.

To a planner who came from the National Media Production Center, communication planning was a "mode of behavior or series of activities that will lead to an objective, utilizing communication as the medium to support that objective." This planner noted that communication planning was basically strategizing and creating tactics to be able to reach an objective.

An interviewee who was connected with the Commission's IEC Division defined communication planning as the assembling of all the different components of resources, labor, and physical as well as research studies related to communication. However, this planner emphasized that one basic thing that must be considered in communication planning was the financial angle because his experience taught him that any plan would be limited or delimited by funds available to that plan. He added that "no matter how good your communication plans are, if the money that is put into it is small, the chances of your implementing the plan will be very slim." Basic to communication planning, this planner concluded, was the budget.

The following factors, according to another planner, should be considered by a communication planner: "First, a

communication planner, just like any planner, should have adequate background or information on what he wants to communicate. Second, he should know his target--are they young, old, educated, illiterate, women, men, Asians, et cetera? Third, what is the best way of communicating with them? Fourth, resources should also be thought of. Resources are very important because if you have grandiose plans of communicating your ideas and yet you do not have the resources, you cannot carry out your plans." To this planner, communication planning involved the "total process of communicating an intended message to the right person, in the right way, with the right instrument, at the right time, in the right milieu. In planning, a lot of things have to be considered." This interviewee believed that one must not forget one's objectives, because without them, there will be no direction in the plans at all.

#### DO PLANNERS CONSIDER THEMSELVES COMMUNICATION PLANNERS?

All respondents whose tasks had something to do with IEC planning considered themselves communication planners. They included those coming from the IEC Division of the Commission and even researchers of partner agencies who supported the Commission by providing research data on the communication aspects of population. The IEC coordinators in the regions also considered themselves communication planners.

It is interesting to note that a number of officers in the Outreach program structure thought of themselves as program or problem planners but thought of communication planning as vital to their jobs. The following were some of their responses:

In program planning communication planning comes in. In communication planning, I think, program planning comes in, too, because when you plan for the delivery of something you must have a good program for it. You can structure a program beautifully on paper but if you do not plan for the proper way of communicating what your program is all about that program will not succeed.

I'm a program planner but communication planning is vital to me. We have a Communication Division here at the Commission but I also try to think of points and suggestions on how to effectively communicate Outreach. Outreach is one big project and I really do not know if it is understood as such by people. In a sense, I can consider myself as being involved in communication planning

because I try to get media people to help me in disseminating information about the Outreach project, and that to me is communication planning.

One planner said he never made any distinction as to whether he was a communication planner or a program planner. He simply did his work. In a sense, he said, he considered himself as part of a whole group of people trying to grapple with a big problem and never gave thought to the question of whether he made communication plans or program plans.

#### PLANNERS' ASSUMPTIONS, MODELS, AND THEORIES

Planners are thought to use certain assumptions, plans, models, or theories in planning. This study appears to support that contention. Planners use all kinds of information (bases), from research, to theories, to assumptions.

Basically, the planners interviewed utilized research as far as it was available. Research took the form not only of empirical studies utilizing questionnaires and interview schedules, but also of information from conferences, meetings, and seminars participated in by administrators, policymakers, and decision-makers.

Aside from the regular quarterly conferences and similar meetings conducted by the Commission, wherein line agencies were invited to participate, the agencies through their own initiative conducted parallel meetings at different levels for the purpose of getting feedback, ideas, and comments as bases for improving some aspects of the plan.

A majority of the planners, though, admitted that at the very beginning of the program they had to rely mostly on "educated guesses and assumptions." One planner said that the whole program plan was based on an assumption: the lowering of birthrates could lead to better national development.

Planners believed that at the very beginning of the program they had to rely heavily on assumptions, because family planning and population planning was a new field in 1970, and to wait for results of research studies before a program could be launched would have been impractical. The planners believed that the experience of pioneer agencies, what other scholars had written, what demographers said, and what they thought would be most suitable to Filipinos gave shape to the Philippine population program plan.

A number of planners considered decisions of prominent people to have greatly influenced the direction or emphasis of the program. For example, one planner believed that the plan to have a Population Awareness and Sex Education Program for out-of-school youth was more or less conceived by the then Secretary of the Ministry of Social Services and Development, Ms. Estefania Aldaba-Lim, and modeled on the Population Education Program of the Ministry of Education and Culture. Aldaba-Lim thought that while the Ministry of Education and Culture took care of in-school information and education, which were integrated into regular school curricula, the Ministry of Social Services and Development could take care of out-of-school youth.

Planners from the Commission on Population thought that Rafael Esmundo, the executive director, had supplied the guiding principle of the Total Integrated Development Approach, which later developed into the Outreach project.

Discussing the bottom-up planning principle of the program, one planner noted that this principle "is the reverse of the old SMCR (Source-Message-Channel-Receiver) model in communication." The SMCR, according to this planner, implied that the source educated the receiver--that those at the top were supposed to be teaching or educating those at the bottom. This planner thought that a number of research studies conducted in the Philippines supported the idea that the introduction of change was more successful when initiative came from the bottom, or from the people, and was not imposed from above. The bottom-up planning process starts with the assumption that "the most important factor in the process of communication is the receiver." The receiver should therefore be the starting point.

Planners believed that the bottom-up or reversed SMCR model had several implications for the design and implementation of the plan. This strategy needed a lot of information about the receiver because "it is here where one can pattern the type of message to use and the channel to pick." There were a number of ways in which people at the bottom could be involved in the plan, according to the planners interviewed. These included community organizations, listening groups, or school-on-the-air wherein messages could be tailored to suit special groups of people. Again, the model, the planners added, was said to be consistent with the basic policy of the population program--"reliance on local resources, and the creation of self-reliant program plans and communities."

## MEASURES OF IEC PERFORMANCE

All planners interviewed were of the opinion that it was very difficult to measure the performance of IEC in population--or the performance of IEC in any development plan, for that matter. Some respondents mentioned Knowledge-Attitude-Practice studies, and pre- and post-surveys and piloting or feasibility studies, yet they were quick to add that a lot of factors came in, and conclusive statements that success was due to information, education, and communication could not be made.

Some planners said that they just had to assume that a multitude of factors contributed to increased knowledge, positive attitudes, and favorable behavior or practice. They thought that a need existed to sustain the effort to produce materials on a regular basis, in order that they would be available when people asked for them. Several planners agreed that sometimes they just had to "take it on faith" that a particular medium would break the barriers.

A number of planners thought that it was only after several years that one could rightfully say that an IEC plan was attaining some form of success. Approaches to measuring performance of IEC included built-in evaluations, done either through observations or by conducting pre- and post-test measures. In some instances, achievement tests were conducted to determine the amount of knowledge gained by special audiences such as students.

Monitoring of activities by supervisors in the field, particularly those related to training and communication, was likewise done by population planners. This seemed to be the basic practice not only of the Commission but also of other line agencies. Generally, IEC performance was monitored in terms of the number of couples reached by the program, the number of acceptors, the number of radio programs produced, the number of leaflets printed and distributed, and so forth.

Planners interviewed were of the opinion that numbers did not mean much. Measurement of behavioral change was regarded as being a difficult process. According to about 90 percent of those interviewed, measuring changes in behavior would involve more than simple monitoring. In-depth studies would be needed and simple regular monitoring activities would not be enough.

The Commission's IEC planners thought that measurement of IEC performance was a problem, partly because of the lack of criteria to determine whether a particular campaign strategy

was successful or not, and which strategy was more effective, at what level, and for how long.

The measure of IEC success was basically associated with measures to determine the lowering of birthrates, which could be measured only after a long period. Some planners who had built evaluation into their plans had thought of keeping the names and addresses of their target audience with the intention of going back to them for post-survey analysis "so as to validate the impact" of their plan.

Other planners, however, admitted that it was only very recently that they had thought about the issue of evaluation, since it was not seriously considered at the start. In 1978, a number of planners were instrumental in incorporating evaluation measures into their own levels of their respective agencies and programs.

The Population Education Program of the Ministry of Education and Culture, for example, tried to prepare some test items with the intention of measuring knowledge gained by students, as well as standardizing the tests for a nationwide evaluation of students in population education. The main intention here, according to the planner concerned, was to have at least an indication of the success of the project.

Immediate measures of success, according to some planners, could be seen by means of informal observation, feedback from the audience, participation in certain activities, and also through tests administered to trainees before and after a training activity. One agency using such an approach was the Ministry of Social Services and Development. The same approach appeared to be used by other line agencies in measuring the effectiveness of training.

A number of planners embarked on population projects whose success could be measured only after some time had elapsed. One of these was the Magdamayan project of the Family Planning Organization of the Philippines, in which the strategy was primarily oriented toward informing people and educating them. The aim was that over a period of time they would be able to institutionalize the value of the small-sized family as a norm, and maintain a high continuation rate for acceptors.

DATA ANALYSIS AND INFERENCES

Communication planning categories identified in this study are the problems, the planners, the plans, the resources, the environment, and the process. The data will be analyzed using these six headings and a number of inferences will be developed.

THE PROBLEMS

Problems faced by planners in population communication planning are complex, multidimensional, and interrelated. The population problem is integrated into a broad range of development problems that affect the quality of life of the people. This was reflected in the reasoning behind the creation of the Commission on Population. One of its responsibilities was to formulate and adopt coherent, integrated, and comprehensive plans, programs, and recommendations on population as it relates to economic and social development. Although the Commission had a sectoral concern with population growth rate reduction, that concern was considered to affect population favorably as a factor in the total development effort.

At the national level, the problem of growth rate reduction appeared to be the one major concern. The regional offices, on the other hand, had two major concerns: the problem of providing efficient service delivery channels, and so contributing to reduced growth rates; and the problem of enhancing social development aimed at increasing the political participation, social involvement, and economic productivity of both the family and the community.

These problems were seen as integrated, indivisible, and organic, each within the context of the other. Therefore, the approaches or strategies adopted by the Commission, particularly at the field level, called for the participation of all agencies involved in population-related activities. In the three cases presented earlier, such participation was exemplified by the use of the team of development workers who, aside from being planners in their own right, acted as facilitators or coordinators of development activities in the communities where they worked.

Problems were defined in terms not only of population but also of communication needs.

Although radio, fieldworkers, and community involvement were each expected to perform a unique function in accomplishing specific objectives, they were all seen as important communication resources to be integrated into IEC plans and strategies.

For example, to use radio effectively as a medium, special committees and groups such as the Regional Consultative Committee for the Population Program were created, as illustrated in Case II. Members of these committees represented both government and private agencies concerned with agriculture, nutrition, land reform, health, peace, and order. As Case II showed, the committee opted for the use of radio as anchor medium in order to integrate communication messages for target audiences in the region.

The cases presented here demonstrate a purposeful effort on the part of planners to identify problems and to develop rational media mix strategies to solve them.

The Commission's problem definition represents a classic case of communication planning problem definition. As the basis for identifying problems for the development of goals and means, research was widely used. Before the Total Integrated Development Approach (TIDA) was piloted, the Commission used its staff and its partner agencies to gather and collate data--which were considered in designing the program approach, the Outreach plan, and the IEC strategies.

The original problems were likewise defined, using the field experience of population planners and workers. The Commission recognized the importance of these sources in identifying needs and approaches by consulting regional officers and population workers who were pioneers in the program. (See Information Base of the Three IEC Plans in Chapter 3.)

However, in some cases (particularly during the early part of the program) population planners recognized that they would have to base their plans, approaches, or strategies on educated guesses and assumptions. There were simply not enough research studies to guide decisions or to identify planning needs and problems.

Because of the magnitude and cost of the Outreach plan, as well as the fact that it involved a large number of untested elements, a multifaceted evaluation scheme was undertaken.

Through continuing evaluation, problems were identified using monthly oral and written quantitative reports by program personnel on performance and problems; field visits by regional and central personnel; operations research done primarily at the regional level; and large-scale survey research to provide overall measures of impact and to assess the strengths and weaknesses of the plan.

Similar internal monthly reports were made by the Outreach program personnel on performance and problems. The full-time Outreach worker, for example, monitored the activities of the community organizations and the reactions to radio programs produced by the Commission, and identified problems that hindered the effective performance of those strategies.

Oral reports were made by the full-time Outreach workers either to the higher level personnel of Outreach or to the regional office of the Commission. Quantitative written reports, covering, for example, the number of acceptors, potential acceptors, and sterilization referrals, were submitted by the full-time Outreach workers to the Commission's regional office.

Field visits by regional and central personnel were also conducted. As illustrated by all three cases presented earlier in this report, most regional personnel conducted field visits for the purpose of monitoring the program. They addressed questions to all Outreach personnel as well as the people in the community, and covered almost all components of the plan--from IEC to service delivery.

One large-scale research survey was conducted by the University of the Philippines Population Institute to provide overall measures of the impact of the plan and its strengths and weaknesses. This survey was intended to fulfill one of the specific objectives of the project, which stated that "an evaluation of the project be made after an adequate number of Barangay Supply Points had been made operational for at least six months but not later than the second quarter of calendar year 1978." (See Chapter 3.)

The Commission's regional offices and the Outreach staff at all levels helped to identify problems. The full-time Outreach worker, for example, identified problems existing in his/her area of work. These were communicated to the district population officer, and were in turn submitted to the provincial population officer or city population officer, and ultimately to the regional office.

At the regional level, all problems that had something to do with IEC were consolidated by the IEC coordinator and submitted to the IEC Division of the Commission as part of the quarterly report.

At the lower level of planning, initiative on the part of the planning personnel was important. For example, problems such as how to establish good working relations with the Barangay Council or community leaders, where to find buyers for products produced by the community, or where to locate the necessary talent for a radio soap opera were commonly encountered. Solutions were developed by the lower level planners themselves.

On the whole, there was a purposeful effort to identify problems and needs before the plan was conceived, during the implementation or operationalization of the plan, and after the plan had been implemented (evaluation). Problem identification was made possible or easier because of the institutional structure, roles, and communications. Specific groups were assigned to identify problems and needs, which were fed back to the central office for proper action.

## THE PLANNERS

### Levels of Planners

From the three cases studied it can be concluded that there were three levels of planners. However, a planner who came from one level could be a planner at another level depending on the type of activities. The following will illustrate this point.

The first or highest level planners provided the basic ideas, philosophy, or guidelines for the general plan. (See Figure 6.)

The first level planners who conceptualized the Outreach project and designed the IEC strategies to complement it were of three types: (1) those from the Commission on Population, particularly the executive director and members of the secretariat, the technical committees, and the board; (2) those from partner agencies; and (3) those from the funding agencies.

At the Commission, the individuals who contributed to the design of the Outreach project and the three strategies were of four types: (1) the executive director, who was popularly referred to as the planner who provided the basic philosophy

Planning Level	Individuals Involved	Agency or Institution	Inputs
First	Members of the POPCOM Secretariat Members of the POPCOM Board Director General of the NEDA Project Directors of Partner Agencies Population Officer Program Officer Regional Officers Governors/City Mayors	POPCOM Central POPCOM Central NEDA Central Central Offices of Partner Agencies USAID Mission USAID Mission POPCOM Region Local Government Units	General Plan and Guidelines
Middle	Regional Officers Regional Executive Director Regional Directors  Members of the Regional Consultative Council for Population Programs (or counterpart organizations)	POPCOM Region NEDA Region Regional Officers of Partner Agencies Regional Offices of Partner Agencies	Regional Plans Regional Guidelines Operationalization
Lower	Provincial Population Officers District Population Officers IEC Coordinators IEC Production and Distribution Officers Full-Time Outreach Workers Other Fieldworkers  Volunteer Workers (Barangay Supply Point Officers and Barangay Development Center Chairmen)	Outreach Project Outreach Project POPCOM Region POPCOM Region  Outreach Project Partner Agencies in the Communities Communities	Provincial Plans Community Plans Implementation

Figure 6. Planners: Their Levels, Agencies, and Participation in Planning

for the Total Integrated Development Approach; (2) members of the secretariat--namely, the associate directors of the four components of the program; (3) project officers and staff of the IEC, Service Delivery, Training and Research, and Evaluation Divisions, and the support divisions of Logistics, Finance, and Administration; and (4) members of the technical committees and of the board.

The central planners of the Commission seemed unable to trace the step-by-step development of the Outreach plan. All that could be recalled was that the plan was originally conceived by the executive director, Rafael Esmundo, with contributions from other planners from various sectors.

The highest level planners were highly competent, well-trained administrators and staff of the Commission, most of whom had specific training and much experience in planning--many in communication planning.

Certain partner agencies and individuals were called on by the Commission to assist with the design of the plan. The original Total Integrated Development Approach was to a certain extent influenced by the Institute of Mass Communication and the Population Institute, both of the University of the Philippines. These institutes provided input through their respective studies on population, demography, and population communication. In addition, the Population Center Foundation, as a partner agency, other research agencies such as the International Institute for Rural Reconstruction, and other academic institutions were frequently mentioned as making valuable contributions.

Experiences of agencies that were pioneers in the population program, such as the Institute of Maternal and Child Health (IMCH), the Family Planning Organization of the Philippines, the Ministry of Health, and the Ministry of Social Services and Development, probably influenced the IEC plans at both central and regional levels. The IMCH, for example, initiated and implemented the mobile information, evaluation, and motivation (IEM) team program for the Commission.

In designing the Outreach project the Commission's central office consulted its regional officers. Although they had been classified as second level planners, the regional officers also contributed to the initial planning stage. Their experience in the field, particularly in coordinating the population program in the regions, and also their knowledge about regional settings and capabilities contributed much to the design of the Outreach plan.

Another category of second level planners who contributed to first level planning decisions were heads of local governments as typified by provincial governors and city mayors. A number of these individuals, especially those whose provinces were pilot areas for TIDA, were asked by the Commission to make suggestions on the design of an organizational structure and linkages to operationalize the concept of Outreach.

The middle level planners included the counterparts of the Commission at the regional level, regional partner agencies, the regional offices of NEDA, provincial governors and city mayors, and provincial population officers.

Second level planners who influenced the regional plans of Outreach, especially the IEC strategies, were the Commission's regional officers, local government, the regional office of NEDA, and participating agencies in the regions. Interactions among these second level planners were made possible through both formal and informal planning.

Formal planning among the agencies and their respective representatives was made possible through members of the Commission's regional offices. Planning and coordinating among the agencies were accomplished through regional committees with various names. In some regions they were known as the Regional Consultative Committee for the Population Program, while in others as the Regional Population Council. However, their purpose was generally to devise a coordinated plan for the region wherein resources and facilities would complement each other and activities and programs would not overlap.

In planning the Outreach program and the strategies studied, the middle level planners were influential, since the effective implementation of plans at the regional and field levels was made possible through them.

Individuals who could be categorized as lower level planners were personnel at the lower rung of the Outreach structures, as shown in Figure 6. It was basically these individuals who were responsible for the design of the final product, in the sense that they were referred to as the "frontline soldiers," the "link," and the "anchor medium." Translation of general plans into meaningful operational plans for the local areas was their responsibility.

The upper and middle level planners recognized the importance of lower level planners and made available to them whatever resources they had that would complement their efforts.

On the other hand, it seemed to be the primary function of the "frontline soldiers" and others to find ways and means to implement responsibilities assigned to them as fieldworkers, IEC coordinators, or community volunteers. The initiative to seek and tap resources in the community to implement or complement their jobs was their own responsibility. The lower level planners performed a variety of roles, and were also referred to as coordinators, informal educators, initiators, middlemen, and so on. These were identified by the middle and upper level planners to be the primary functions of lower level people as part of the decentralization strategy of the program.

Because of the decentralization policy, local planners were given much freedom to translate general plans into more specific plans, which appeared to motivate them to become active, resourceful, and imaginative.

An analysis of the planning structure of the Commission through the Outreach project, as exemplified by the three IEC strategies studied, identified the following roles for the three levels of planners:

Upper level planners provided the regional offices with the basic philosophy and guidelines for executing the project. However, the guidelines were viewed as being influenced by the middle and lower level planners through a number of feedback mechanisms designed to accompany the plan and its implementation.

Middle level planners provided lower level planners with specific plans suited to the uniqueness of the regions, the available resources, and the problems and needs. They also used feedback mechanisms designed by the regional offices.

Lower level planners could be considered the artists of the group, since they translated the plans into action. They were also expected to gather feedback from the target audience--about the program in general, and specifically about strategies that would give them more information about their areas and guide them in helping the community to decide which activities should be given priority. Such information was also communicated to the middle level planners.

The policymakers were definitely upper level planners and were influenced by researchers, heads or project directors of partner agencies, heads of regional offices and local governments, representatives of funding agencies, and the director-general of NEDA.

The middle level planners made lower level policies at the regional level and at the same time developed the general level regional Outreach plan and refined the IEC strategies needed to go with it.

The lower level planners were decision-makers at the field level. They decided what strategies were most suitable in their areas and also implemented them. Generally, these planners based their decisions on job experience and informal feedback from people. Since they gathered data, they were also assumed to include the results obtained by using monitoring tools.

In some instances, guidelines provided by the central office were difficult to operationalize because of administrative constraints. It was at the lower (field) level that the ingenuity of planners counted most in implementing the plan.

#### Attitudes and Images of Planners

Planners regarded the problem of planning a population program as complex and multidimensional. They realized that solutions to this wide-ranging problem would involve multi-agency and multisectoral participation. They devised a comprehensive approach, not only to grapple with the problem, but also to broaden the agency's resource base for operation. The Total Integrated Development Approach and the Outreach project were expected to provide answers.

Planners defined problems in terms not only of population goals but of communication needs as well. The drawing up of several kinds of IEC strategies illustrated that they recognized every medium to have unique characteristics, including specific strengths and weaknesses, that complemented and reinforced each other. Radio was the anchor medium, fieldworkers the crucial link, and community involvement the core of the IEC process.

Planners considered the sociocultural and economic realities in the regions. Baseline studies whose importance is illustrated by Case III were conducted before a community plan was made.

That planners recognized the importance of research was also evident in the feedback mechanisms built into the plan. The Commission provided the basic guidelines for monitoring, but it was up to the regional and local areas to refine the monitoring tool to suit their particular plans, needs, and activities, as exemplified in Case II. All levels of planners

recognized the importance of research and evaluation and cooperated to make them basic components of the plans.

Recognition of the need for evaluation in planning was particularly evident in the presence of an evaluation objective that provided for launching a nationwide survey to measure the success, weaknesses, or strengths of the new approach.

Planners appeared to realize the importance of piloting a project before it was launched nationwide. Attempts were made to pilot TIDA in seven provinces, and it was only when funds became available to launch the project nationwide that plans were changed.

Planners had images, theories, and philosophies on how plans should be made and implemented. For example, the decision to try a certain approach, as this study illustrated, appeared to have been influenced by one man, the executive director of the Commission. He believed that it is only by involving the masses of the people in the understanding of and solution to the population problem that the Philippines can hope to gradually achieve the internalization of the desire for smaller family size among the citizenry.

On the other hand, this planner's image had been shaped by actual field experience, interaction with and feedback from people, and information supported by research.

The orientation, training, and experience of planners affected their planning approaches. Rafael Esmundo, the executive director of the Commission, was often referred to as an "IEC man" and a "field man." It was during his term that the regions were encouraged to develop IEC materials suited to their regional needs and available resources. A number of seminars, conferences, and training programs for IEC personnel from both central and regional offices were observed to have been conducted during his term, and it was basically then that the Commission gave serious thought to the communications component of population or family planning.

Planners in some instances based plans on assumptions or "educated guesses." As with problem definition, it was realized by Outreach planners that they included many untested elements in the plan. Because of a lack of detailed research to support specific objectives, planners had to rely on assumptions and hunches. The Outreach project's one big assumption was that "people will voluntarily seek family planning services when they have conceptually understood and accepted family planning as a way of life."

Planners allowed for alternatives, as illustrated in Case III. According to the plan, volunteers were not supposed to receive any form of monetary compensation from the project. The intention was that volunteers would sustain the work of full-time Outreach workers after the latter were withdrawn from the communities.

A number of persons observed that volunteerism would not really last, and because of it some community organizations appeared not to be functioning as well as expected. Planners at both the regional and the field levels devised alternatives to keep volunteers motivated and involved. If volunteers could not be given monetary compensation, then other incentives such as insurance plans and recognition days were offered.

Planners recognized the need for training and continuing education of population workers, as the establishment of field support teams in every region attested. The field support teams, as illustrated in Case I, were deployed in Outreach areas to train Outreach personnel and to maintain effective operating densities by training replacements and assisting them to identify problem areas, and by recommending or implementing solutions.

#### THE PLAN

The integrated development approach to population planning evolved in response to the problems faced by the population program. The ultimate goal was not simply to reduce fertility, but to improve the overall quality of life of the family and society, in accordance with an integrated development-oriented plan. Thus a plan was needed.

It should be noted that the Outreach plan was specific in including details about the targeted number of personnel and their tasks, target audiences, and schedules. (See Outreach Objectives in Chapter 3.)

Other plans, such as the IEC Plan and Strategies, took the form of guidelines, suggestions, memoranda, and formal (official) letters from the executive director who generally took care of these written "plans." The associate directors were responsible for disseminating information to the regional areas and partner agencies about their respective program concerns, such as service delivery, training, research, and evaluation.

The plans took all forms and were either formal written plans or in the form of letters of instruction, directives, guidelines, or even informal orally transmitted plans.

The Commission's central office provided guidelines and general directions consistent with the plans. Regional or field offices were generally very much on their own to devise specific plans or strategies appropriate to their localities. This was true in all three cases studied.

For example, fieldworkers were expected to perform the same functions in all Outreach areas, such as the responsibility for organizing Barangay Supply Points. However, they still had specific functions dictated to them by the type of activity they were assigned to in their own work area.

In terms of radio usage, although the Commission provided suggestions on types of program format and presentation, the regional workers could independently decide what style of presentation would best suit their purposes in each locality.

Although the basic structures and functions of the Outreach project were specified in a planning document and were observed to be similar throughout the country, the design of IEC approaches and messages accompanying media to complement Outreach seemed to vary from region to region. For example, Case II showed that the regional areas could use radio for various purposes and with various formats.

In some instances, recommendations in the form of guidelines provided by the central office were difficult to operationalize because of certain unique area characteristics. The fieldworkers, as lower level planners, had to devise plans that would work in their localities. Such plans could be formal or informal, and transmitted in either written or oral form to fellow fieldworkers or Outreach personnel. In two regions, it was observed that such operating plans were written in their notebooks by the fieldworkers themselves to guide them in their day-to-day work.

Initiative for the formulation of a plan could come from many sources. As illustrated in Case III, a plan for the region could be initiated by the provincial governor, the Commission's regional office, or by the regional consultative committee for the population program.

To a great extent plans were used to guide implementation. Built into the plan were activities that were expected to build on previous experience, such as the monitoring and

evaluation components. Piloting the project before it was launched nationwide was another example of this type of use of an earlier plan--in this case, TIDA preceded Outreach.

## THE ENVIRONMENT

A number of environmental factors influenced the plan and the program, including social, economic, and institutional policies, opinions from political and media groups, working conditions, and an area's physical terrain and climate.

To a great extent social, economic, and institutional policies provided a positive climate for both planning and implementation. Through presidential decrees, letters of instruction, and departmental orders, all sectors of society had been mobilized to focus attention on the population problem. Since the Population Act of 1971, numerous decrees and other policy measures had been made, all of which enjoined citizens, academic institutions, government offices, businesses, and industrial enterprises to promote the concepts of family welfare, responsible parenthood, and family planning.

Through these measures, the cooperation of various sectors was facilitated, as was the coordination of activities and the creation of more favorable communication messages.

Information campaigns were likewise facilitated through institutional coordination arrangements. The minister of public information and the postmaster general, for example, were instructed to help implement the Commission's programs by disseminating information on family planning and giving priority to transporting family planning materials.

### Political Climate

Government officials were instrumental in the success or failure of a plan or activity. Three cases have been used to illustrate how government officials, particularly at the field level, were instrumental in the implementation of population communication activities. Without the support of the governor or the barangay councils, little seemed to be accomplished.

Support from the local governments was generally dependent on how positive the attitudes of local leaders were toward the plan and how cordial the relationships were between the Commission's regional offices and local officials. Case III showed that a fieldworker had to establish good relations with local leaders before attempting to mobilize the community into action. The full-time Outreach workers had "to show

their respect" to local leaders. When local leaders knew that a certain activity had the sanction of the governor, full cooperation was usually forthcoming. A number of full-time Outreach workers voiced the need for more information on how to enlist the cooperation of local leaders who somehow had negative sentiments about the population program.

### Media Climate

Local journalists were another powerful group that influenced the realization of plans, especially before the formal population program was begun by the government. Media personnel wrote articles in daily newspapers and weekly magazines to generate a wider social acceptance of family planning.

Partly through the efforts of the media, support for a population program was built up in the Philippine Congress until a national policy was finally enunciated and the Commission established with the passage of the Population Act of 1971.

The positive response of the media to invitations to participate in seminars and workshops on population and family planning sponsored by various government and private institutions reflected the favorable media climate. In some regions, the media themselves were instrumental in organizing family planning orientation seminars among their own personnel. These seminars were conducted in cooperation with family planning and other health agencies in the localities.

### Geographic Terrain and Climate

The physical terrain and climate of the country and associated working conditions were other factors that affected planning and implementation. For example, as illustrated in Case I, the full-time Outreach workers felt their work was limited by the distances they had to cover. In many inland and coastal barangays, the Outreach workers' means of transportation ranged from a motorized tricycle, to an outrigger boat, to the innovative "skate"--a rectangular wooden board with skate rollers for wheels that ran on top of and along the sides of railroad tracks--used in Quezon province (Sobrevinas 1977). In very remote areas Outreach workers traveled on horses or carabaos or even on foot. To reach outlying coastal islets, they traveled by small bancas (boats) through shark infested waters.

### Increasing Population in the Task Environment

The increasing population of the Philippines complicated the task environment. The addition of more and more people greatly affected the plan that had to be devised. For example, at the start of the program the Commission appeared to be content with a clinic-based approach to program planning. However, there were still many more people to be reached and an approach had to be devised to accomplish this. The result became known as the Outreach plan, which provided couples with family planning motivational activities and services, regardless of their proximity to stationary clinics, by establishing organizational structures from the provincial down to the community level.

### The Integrated Development Strategy of the National Government

The Philippine population program was a major activity of the government, and has been viewed in the light of the Philippine development plan. The plan was evaluated and formulated in its totality, not only in terms of family planning service packaging and delivery, but also in the context of wide-ranging socioeconomic programs and policies. The integrated development strategy of the government was a general environmental factor that positively affected the population plan and program. Policies and programs related to population were viewed within the context of the overall development goals of the country.

### THE RESOURCES

Each of the cases presented had its own combination of resources. There were, however, some general resources that were more or less available to all. These included (1) the multi-agency approach, which used and mobilized the labor and material resources of partner agencies; (2) the wealth of research studies and experiences of agencies that pioneered the program, which were taken as the information base for planning; (3) available organizational structures and labor; (4) funding sources from varied sectors; and (5) clients themselves who, as volunteers to the program, were at the core of the population and family planning information, education, and communication process.

### Multi-Agency Participation

In recognition of the desirability of comprehensive planning and implementation to attack a multifaceted problem,

and to broaden its information base, the Commission saw the need for coordination and multi-agency participation.

The organizational framework was characterized by a complex interrelationship of agencies directly or indirectly concerned with population activities. As of 1979, there were about 40 agencies participating in the Outreach project. (See Appendix B.)

These agencies were involved in planning, financing, and implementing the plan at national, regional, and local levels. The Commission served as the focal point for organizing all population activities and was created to serve as an umbrella agency to coordinate and integrate participation and resources in the population program, as well as to undertake projects that would contribute to the realization of its objectives.

Instead of creating its own independent structure, the Commission therefore opted to integrate population and family planning resources already existing in both government and private sector programs, and called this strategy the multi-agency approach. The Commission thus achieved a comprehensive approach to the population problem, and broadened its base of operation.

While the integrated approach was plagued with minor but manageable problems, as illustrated in the three cases presented, it proved to be both economical and practical, since it used and mobilized the labor and material resources of partner agencies.

#### Information Base

Another resource that proved very useful in planning the IEC strategies and the Outreach project in general was the wealth of information taken from research done by partner agencies and academic institutions on audience characteristics, communication, community development, and community organization.

Long before the Commission was created, various studies had been made by other development-oriented agencies to explore the effectiveness of communicating development messages to particular groups of people. Academic institutions, especially those offering courses in community development, social work, and communication, conducted experiments and special studies that were written up as theses, dissertations, or project reports. This wealth of information proved very valuable when the Commission planned the program direction and communication approaches or IEC strategies of the population program.

Another information resource that proved useful to the Commission was the wealth of experience of agencies that had been pioneers in the population and family planning program. Agencies such as the Family Planning Organization of the Philippines, the Institute of Maternal and Child Health, and the Ministry of Health had been actively involved in such activities.

Using multi-agency and local government participation and establishing organizational structures in the regions were economical and practical, because in this way labor and material resources were provided. This was particularly evident in the wealth of research and experience that provided the information base. When the Commission organized Outreach and the complementary IEC strategies, it was able to collate and analyze data from different sources in order to decide which strategies would be most suitable.

#### Organizational Structures and Labor as Resources

Another resource identified in the cases was the organizational structures existing in the community. These were tapped to assist in the planning and operationalization of the program's objectives: the political structures at the provincial, municipal, and barangay levels were actively involved in planning, funding, and implementing the program at their respective levels. It may be assumed that the Commission recognized the potential influence of these structures.

The organizational structure created to assist in planning the program was regarded as a resource. At the central office, various divisions were created in the secretariat to represent components such as IEC, service delivery, research, and training. In this way, the Commission could assign to these various divisions the responsibility for identifying their needs at both national and regional levels. In addition, these divisions were responsible for drawing up the national plan and strategy for activities based on identified needs, as well as developing and organizing program thrust; monitoring, coordinating, organizing, and managing resources at both national and regional levels; and initiating, reviewing, and processing new project proposals and activities in coordination with other divisions of the Commission.

The other divisions of the secretariat--namely Logistics, Administration, and Finance--backstopped the four major divisions of the Commission.

The board and technical committees of the Commission were at the apex of the organizational structure. The board was

responsible for formulating and adopting population policies and programs, and its members represented the major public and private agencies involved--a large and important resource base. The composition of the board theoretically secured coordination among the agencies represented on it.

At the regional level, the organizational structures created could be considered resources.

Labor as a resource was closely tied to the organizational structure. The success of a plan, as the cases presented here illustrated, generally depended on the people involved. The training, experience, images, or philosophies of these people plus their commitment to the goal of the program also contributed to program success. Ingenuity, experience, attitude, and the necessary training of people in the organization overcame numerous odds or constraints on the program plan.

### Clients

The target audience of the family planning program was a resource in that they actively participated in planning specific activities for the community and were instrumental in putting such plans into action.

The Commission designed the IEC strategy and Outreach to involve a core of people in the communities through community organizations. These people were involved as motivators and service providers, and in a sense not only as acceptors but also as implementers of the population program.

The participation of the people was expressed initially in various community activities and in participation in planning, implementing, and evaluating community development plans. Because of this approach, the strategy of integrating all development activities into a total development plan was made possible.

### Funding

Financial support for Outreach and for the IEC strategies studied came from the national government budget, local government contributions, and foreign donors. The last, notably USAID, contributed more than 60 percent of the total financing up to 1973. From 1974 to 1977 the share of foreign assistance gradually declined to about half of the total expenditure.

To a great extent, the sources of funding affected the style of the plan. For example, during the first five years of the Commission (1970-1976) the population program was generally oriented to service delivery. The approach was clinic based and concerned with establishing an infrastructure for clinic delivery and also for training personnel to work on the program. USAID provided about US\$32 million in support of the activities of the first program, not including approximately US\$8.8 million worth of contraceptives that were also sent from Washington to the program.

In 1977, when Outreach was established and launched nationwide, money was made available by USAID, which supported Outreach and seven other closely linked component projects such as IEC, training, and research.

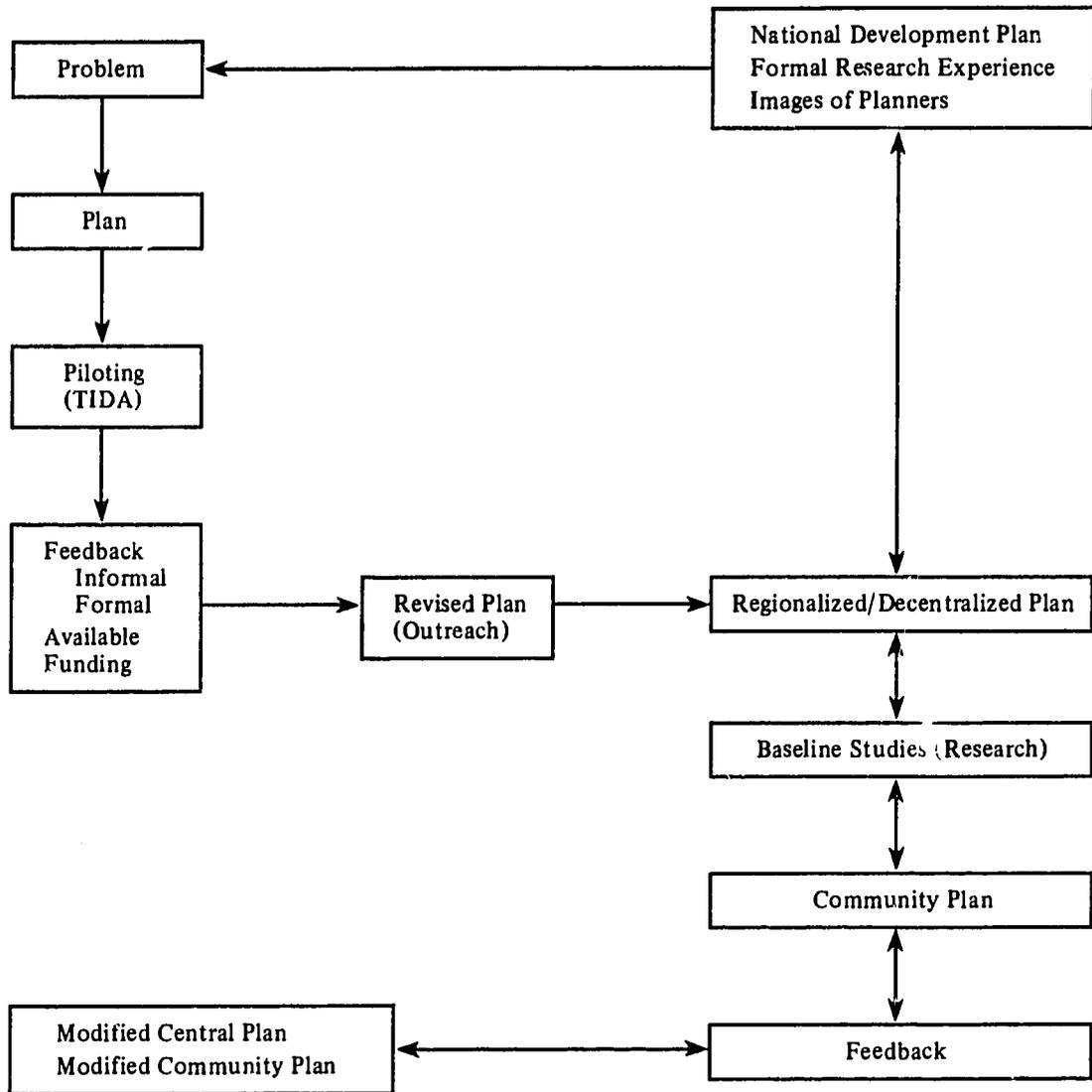
Outreach received financial support from the national and local governments. After the Population Act of 1971, the government share in the population and family planning budget rose from zero to 61 percent in 1976.

Initially, to operationalize local government financial support to the family planning program, and specifically to Outreach, the Commission and the local government units drew up subagreements that showed the program budgets of various provinces and cities, including the relative shares to be borne by the Commission and the local governments themselves. Support from the local governments to Outreach took the form of salaries and allowances for personnel. Because of the subagreements, local government officials influenced the plan of Outreach, especially the amounts that local government could contribute to operationalization. To a great extent local funding placed responsibility and motivation on local government units and likewise affected the planning process, plans, and priorities; in certain cases it detracted from continuation of plans because of available funding.

## THE PROCESS

The three cases studied showed a consistent style or pattern of planning that included linear stages and closely resembled the general Outreach planning process. (See Figure 7.) The process could be analyzed as follows:

The first stage in the process was identification of the problem, and was initially done in the Commission's central office.



**Figure 7. Communication Planning Process: POPCOM's Outreach Project; the use of fieldworkers; the use of radio; community involvement**

Problem identification was guided by such factors as the country's national development plan, inputs from various formal research studies, field experience, and images or theories of planners. This stage involved a great number of individuals including the members of the secretariat, the Commission regional offices, and the partner agencies.

The second stage was the formulation of the plan. Basically, at this stage the secretariat, the board assisted by the four technical committees, and the regional offices drew up the plan.

Piloting was the third step. Informal and formal feedback from the pilot project came from fieldworkers and members of the organizational structure, field visits, and monitoring by the Commission's central and regional office personnel. The decision to launch the project nationwide was supported by positive informal feedback from the TIDA pilot areas, which showed that the program was functioning well in the pilot provinces.

The pilot stage was therefore followed by the decision to launch the project nationwide.

The pilot project called for regional or decentralized plans and, indeed, these regional plans were intended to make the structure and functions of the project more responsive and sensitive to the sociocultural and economic realities in the regions.

At this stage the Commission's regional offices, with assistance from the regional coordinators for IEC, research, training, and service delivery, established Outreach structures in the provinces and cities in their regions. (See Figure 8.)

Several agencies and individuals provided inputs to the regional plan. These included provincial governors and city mayors, who in one way or another were influenced by their provincial and city treasurers in deciding which available resources the local government could expend for the program. Also providing inputs were the regional heads of partner agencies, the NEDA regional office, and, in some regions, specially created committees such as the Regional Consultative Committee for the Population Program. The regional plans were influenced to a great extent by the experience of these agencies and individuals in their roles, their images or philosophies of how best to plan the program, and also by research studies from these regions that in some cases were used intensively.

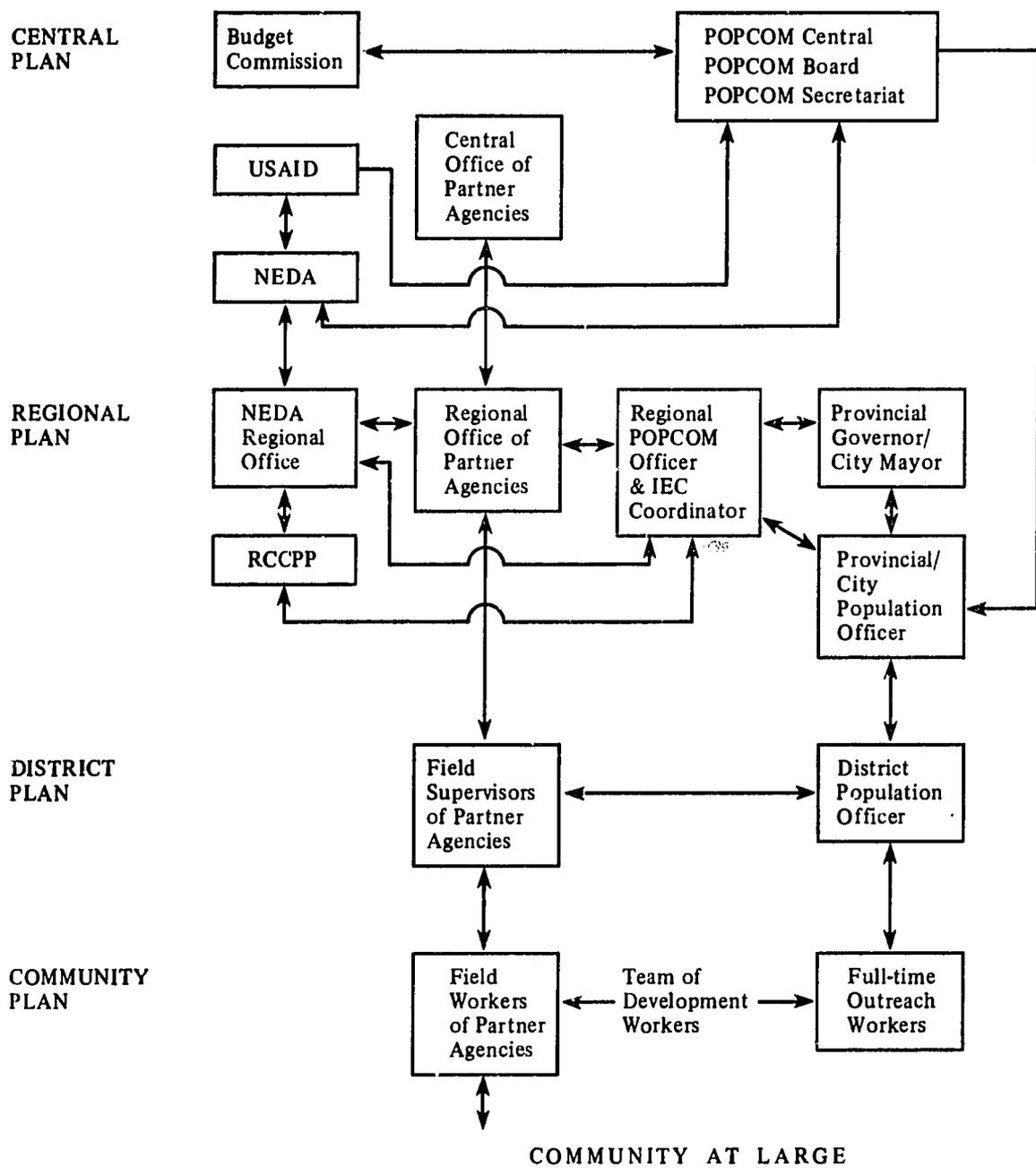


Figure 8. Planning Levels of Outreach Project and the Three IEC Strategies—use of fieldworkers, use of radio, community involvement

## Decentralization Process

The Commission generally provided the main guideline for operationalizing the Outreach plan, but the policy of decentralization or regionalization gave to the regional offices responsibility for designing plans that would capitalize on the regional capabilities and available resources. Although basic structures and functions of the Outreach project were observed to be similar throughout the country, the design of IEC approaches and messages accompanying media to complement Outreach seemed to vary from region to region--a result of decentralization.

As required by the central plan, conducting baseline studies was a prerequisite for all Outreach structures. Such studies were supposed to be the responsibility of the Outreach personnel, and had the purpose of obtaining information about the history of the community, economic resources, development activities, demographic variables, existing groups and organizations, and needs and problems.

Baseline studies to a great extent proved useful inputs into the planning process for the work of the full-time Outreach workers, as illustrated in Case II.

Baseline data provided information on the process of formulating the community plan, which was the most explicit plan of the Outreach program. Community plans were not written, and to a great extent were influenced by the plans or activities of other fieldworkers and partner agencies providing services to the community. Individuals who participated in formulating such plans were the fieldworkers of partner agencies, community leaders, and members of the community at large. A participatory process was involved.

When the community plans were put into action, feedback from a number of sources became the basis for their revision. The full-time Outreach workers were not required to make written plans, but were observed to carry notebooks that contained all activities, programs, target dates, and target audiences, which effectively constituted a work schedule. By using these data, they could check the amount of work done and report to the next higher person in the structure--the district population officer. These schedules ("plans") were part of the District Population Plan, which was a written plan. The full-time Outreach workers consulted the district population officer and in turn were monitored by that officer and the regional office to determine progress made toward their target activities. All these types of feedback were fed into all the different levels of planning and were taken into consideration

in revising or modifying the plans, as shown in a number of examples presented in the three cases.

Coordination, monitoring, and revision of plans were facilitated by formal reviews conducted within the system. On the whole, there was a formally accepted planning process, which was observed to be followed and was built into the Commission's decentralization strategy.

There were formally designated planning periods, formal review channels, and an accountability system in the institution. Before the start of the fiscal year, all regional offices were required to submit regional plans. As part of the yearly planning process, these plans contained detailed information about regional population goals, planned activities, the type (description) of materials to be produced for IEC (in the case of the IEC plan), the staff to be involved, and the needs, including financial statements of the proposed plan. These plans were consolidated at the Commission to arrive at a formal national IEC Plan and Strategy. In general, the national plan and strategy was the product of a process of regional inputs from participating agencies, the local government, and the Commission's regional offices.

The planning process was decentralized by creating structures attached to the local government structures, with the regional office of the Commission coordinating, monitoring, and rendering technical and financial assistance. Decentralization resulted because various entities at various levels in the organization were held accountable for particular responsibilities within the organization.

## SUMMARY OF INFERENCES

### The Problem

1. Problems faced by planners in population communication planning were complex, multidimensional, and interrelated.
2. Problems were defined in terms not only of population goals, but also of communication needs.
3. There was a purposeful effort on the part of planners to identify problems, using a variety of methods:
  - a) educated guesses and assumptions
  - b) actual field experience
  - c) research

4. Because of the magnitude and consequent cost of the Outreach plan, and because it involved a large number of untested elements, a multifaceted evaluation scheme was undertaken through the following procedures:
  - a) internal monthly oral and written quantitative reports
  - b) field visits
  - c) large-scale survey research
5. Problem identification was made possible or easier because of the existence of an accountability system within the institution. Specific groups were assigned to identify problems and needs, which were fed back to the central office for proper action.

#### The Planners

1. There were three levels of planners, but a planner from one level could be a planner at another level at different times.
2. The first level planners provided the basic ideas or guidelines for the plan.
3. In the conceptualization of the project, certain partner agencies and individuals were asked by the Commission to assist in designing the plan.
4. The responsibility of lower level planners was to translate general plans into operational plans that were meaningful for the local areas.
5. Upper and middle level planners recognized the importance of lower level planners by making available to them whatever resources they had that would complement their efforts.
6. The initiative to look for and tap resources in the community as a means of implementing or complementing their jobs was the responsibility of lower level planners.
7. The lower level planners had more varying roles, and were also referred to as coordinators, informal educators, initiators, middlemen, and so on.
8. Because of the decentralization policy, local planners were given much freedom to translate general plans into

more specific plans, and therefore became more active, resourceful, and imaginative.

9. Guidelines made by upper level planners were influenced by middle level planners through a number of feedback mechanisms designed to accompany the plan and its implementation.
10. Middle level planners provided lower level planners with more specific plans that were expected to suit the uniqueness of the regions, the available resources, and the particular problems and needs. These were also based on feedback mechanisms designed by the regional offices.
11. Lower level planners could be considered the "artists" of the group since they were the people who translated the plans into action.
12. The lower level planners were simultaneously implementers and decision-makers at the field level. They decided what strategies were most suitable for their local areas.
13. In some instances, guidelines provided by the central office were difficult to operationalize because of administrative constraints. It was at the lower (field) level that the ingenuity of planners counted most in implementing the plan.
14. Planners regarded population program planning as complex and multidimensional.
15. Planners defined problems in terms not only of population goals but also of communication needs.
16. Planners considered the sociocultural realities in the regions, as evidenced by baseline studies conducted before community plans were made.
17. The use of research by planners was evident in feedback mechanisms built into the plan.
18. All levels of planners recognized the importance of research and evaluation.
19. Planners had images, theories, and philosophies of how plans should be made.

20. Orientation, training, and experience of planners affected planning approaches.
21. Planners in some instances based plans on assumptions and educated guesses.
22. Planners planned for alternatives.
23. Planners recognized the need for training and continuing education of population workers.

#### The Plan

1. The ultimate goal of the plan was not simply the reduction of fertility but an overall improvement in the quality of life for both family and society, in line with an integrated, national, development-oriented plan.
2. The Outreach plan specifically included details about the targeted number of personnel, tasks of personnel, targeted audience, schedules, and so on.
3. Some plans (such as the IEC plan and strategy) took the form of guidelines, suggestions, memoranda, and formal letters from officials.
4. The Commission's central office provided the guidelines and general direction of the plan, leaving regional or field offices very much on their own to devise specific plans or strategies to suit their localities.
5. Although basic structures and functions of the Outreach project were similar throughout the country, the design of IEC approaches and messages accompanying media to complement Outreach varied from region to region. For example, although the Commission provided suggestions on types of radio programs, formats, and presentations, the regional areas independently decided what style of presentation was best suited to their purposes.
6. Plans were initiated from many sources.

#### The Environment

1. To a great extent the social, economic, and institutional policies provided the proper climate for both planning and implementation. Because of these policies, cooperation from various sectors was facilitated, along with coordination activities and the creation of more favorable communication messages.

2. Government officials were instrumental in the success or failure of a plan or activity. Their support generally depended on how positive local leaders were toward the plan and how cordial relationships were between the Commission's regional offices and local officials.
3. Local journalists were another powerful group who influenced the realization of plans.
4. Some bureaucratic requirements hindered effective planning and implementation.
5. Geographic terrain and climate of the country and working conditions were other factors that affected planning and implementation. Work was likewise limited by the distances workers had to cover.
6. The increasing population of the country was a factor that complicated the task environment.

#### The Resources

1. In recognition of the desirability of a comprehensive approach to a multifaceted problem, and to broaden its information resource base, the Commission saw the need for coordination and multi-agency participation
2. While the integrated approach was plagued with minor but manageable problems, it proved both economical and practical, since it used and mobilized the labor and material resources of partner agencies.
3. The wealth of information taken from research conducted by partner agencies and academic institutions on communication, community development, and community organization could be considered a resource.
4. The wealth of experience of agencies that pioneered the program could be considered a resource.
5. The target audience of the plan could be considered a resource in that they actively participated in planning specific activities for their communities and were instrumental in putting those plans into action.

6. Planning and implementation of the Outreach plan and IEC strategies necessitated increased participation in terms of financial contributions from the national government, local governments, and funding agencies.

#### The Process

1. A consistent process or pattern of planning that included linear stages was followed and built into the decentralization plan or strategy of the Commission.
2. The planning process was decentralized by means of:
  - a) the creation of structures at local government levels, with the regional office of the Commission coordinating, monitoring, and rendering technical and financial assistance.
  - b) various entities at different levels in the organization that were held accountable for particular responsibilities in the organization, including planning, operationalization, implementation, and even funding of special projects and activities.
3. Although basic structures and functions of the Outreach project were similar throughout the country, the design of IEC approaches and messages accompanying media to complement Outreach seemed to vary from region to region--the result of decentralization.
4. Results of the baseline studies which were done on a community basis and covered the history of the community, economic resources, development activities, demographic variables, existing groups and organizations, and needs and problems, provided information on the process of formulating a community plan, which was the most explicit plan of the Outreach program.

## Appendix A

### Persons Interviewed in the Course of this Study

#### Central Offices

Atienza, Tranquilino, Officer-in-Charge, Regional Operations Division, National Media Production Center.

Balandra, Romeo, Project Manager, National Population and Family Planning Outreach Project, Commission on Population.

Boquirin, Lino, Regional Development Staff, National Economic and Development Authority.

Castro, Roger, Bureau of Youth Welfare, Ministry of Social Services and Development.

Cayari, Remedios, Executive Officer, Population Education Program, Ministry of Education and Culture.

Cueto, Asuncion, Deputy Director, Bureau of Youth Welfare, Ministry of Social Services and Development.

Cuyegkeng, Francis, Group Coordinator, PPF, Commission on Population.

de Castro, Ma. Corazon, Project Officer, IEC Division, Commission on Population.

de la Rosa, Mike, Officer-in-Charge, Regional Program Monitoring Unit, Commission on Population.

de Leon, Benjamin, Executive Director, Commission on Population.

Eduarte, Ramon, Executive Director, Family Planning Organization of the Philippines.

Felizmena, Amelita, Executive Director, Bureau of Youth Welfare, Ministry of Social Services and Development.

Gabot, Josie, Officer-in-Charge, Clinic Data Processing, Commission on Population.

Iglesias, Solina R., Officer-in-Charge, Research Division, Commission on Population.

Majam, Ben, Director, IEC Division, Family Planning Organization of the Philippines.

Pasion, Lourdes, IEC Division, Family Planning Organization of the Philippines.

Reyes, Teodora B., Social Services Specialist C, Social Services Sector, Program Monitoring Staff, National Economic and Development Authority.

Rimon, Jose, Associate Director for IEC, Commission on Population.

Rionda, Zynia, Population Officer, United States Agency for International Development.

Roque, Francisco H., Former Associate Director for IEC, Commission on Population.

Santos, Rebecca, Program Officer for Population, National Media Production Center.

Siongco, Simeon, Head of Research, Population Education Program, Ministry of Education and Culture.

Tolentino, Letty T., Officer-in-Charge, Funds Division, Commission on Population.

Valbuena, Victor, Cooperative Research Program Operations Manager, Project Development Staff, Population Center Foundation.

Valdellon, Isagani B., Assistant Director, Regional Development Staff, National Economic and Development Authority.

Yasay, Fernandino, Assistant Planning Officer II, Planning Division, Commission on Population.

#### Region IV

Panggat. Awit, Nurse, Family Planning Organization of the Philippines, Santa Cruz, Laguna.

Santiago, Erlinda, Supervising Social Worker, Ministry of Social Services and Development.

Robiso, Gesmundo, Assistant Provincial Population Officer, Laguna.

Sumayao, Gertrudes, Full-Time Outreach Worker, Region IV.

Zorilla, Felix, Regional Officer, Commission on Population, Region IV.

#### Region V

Villanueva, Rene, Member, Field Support Team, Region V.

#### Region VI

Arboleda, Provincial-in-Charge of Population Awareness and Sex Education Program, Ministry of Social Services and Development, Region VI, Iloilo.

Bais, City-in-Charge of Population Awareness and Sex Education Program, Ministry of Social Services and Development, Region VI, Iloilo City.

Balgos, Antonio, Staff Program Coordinator, National Economic and Development Authority Regional Office, Region VI, Iloilo.

Brillantes, Dick, IEC Coordinator, Regional Population Office, Region VI, Iloilo.

Buhat, Edna, District Population Planning Officer (District I), City Population Office, Iloilo City.

Cantiller, Douglas, Provincial Population Officer, Capiz.

Chavez, Corazon, Community Educator (Nurse), Family Planning Organization of the Philippines, Iloilo City.

Dignadice, Johnny, Jr., Program Officer, Family Planning Organization of the Philippines, Iloilo City.

Diones, Lucy, Barangay Supply Point Officer, Zone III, Barrio Obrero, Iloilo City.

Duarte, Hermenegilda A., Social Welfare Specialist, Program Technical Staff, Region VI, Iloilo.

Edurese, Mary H., City Population Planning Officer, Iloilo City.

Guzman, Frank, District Population Planning Officer (District II), City Population Office, Iloilo City.

Jaropillo, Alfredo, Barangay Supply Point Officer, Barangay Gustilo, La Paz, Iloilo City.

Siason, Ida M. L., Regional Population Planning Officer, Region VI, Iloilo.

Zuluaga, Ofelia, Population Education Coordinator, Population Education Program, Ministry of Education and Culture, Region VI, Iloilo.

#### Region X

Abejuela, Berchman, President, FPOP City Chapter, Cagayan de Oro City.

Barba, Arnold, Provincial Population Planning Officer, Misamis Oriental.

Bocal, Nelly, Nurse and Regional Population Council FPOP Representative, Family Planning Organization of the Philippines, Cagayan de Oro City.

Galdo, Belen, Officer-in-Charge, Regional Office of the Ministry of Social Services and Development, Region X, Cagayan de Oro City.

Golo, Mansueta, Regional Budget Officer, Commission on Population, Region X, Cagayan de Oro City.

Gumbao, Letty, Officer-in-Charge, Ministry of Social Services and Development and Regional Population Planning Council Representative of MSSD.

Lamberang, Eleazar, Administrative Officer, Provincial Population Office, Misamis Oriental.

Maagat, Solomon, Municipal Population Officer, Provincial Population Office, Misamis Oriental.

Magpale, Glory S., Regional Project Coordinator of the Population Education Program and Regional Population Council Representative of Ministry of Education and Culture.

Padua, Psyche D., Regional Planning Officer, Commission on Population, Region X.

Ramirez, Alfredo, Regional Population Officer, Commission on Population, Region X.

Revilla, Orlinda, City Social Welfare Officer, Ministry of Social Services and Development, Cagayan de Oro City.

Sobere, Elena, Youth Development Worker, Ministry of Social Services and Development, City Office, Cagayan de Oro City.

## Appendix B

### Population and Family Planning Agencies at Work in the Philippines

Source: Vicente

1. Asian Social Institute (ASI)  
Primarily engaged in research and social action projects and has a Family Center whose activities are threefold: clinic services, motivation, and education.
2. Association of Philippine Medical Colleges (APMC)  
The organization aims to strengthen and evaluate the integration of population dynamics, demography, and family planning into the curriculum of its seven member medical schools.
3. Bureau of Agricultural Extension (BAE)  
The bureau, which comes under the Ministry of Agriculture, runs a project that aims to integrate the rationale and concepts of population control into its home economics program.
4. Comprehensive Family Planning Centers: Philippine General Hospital/Jose Fabella Memorial Hospital (PGH/JFMH)  
Provides services to postpartum women and to referred cases, and gives support to small and independent clinics in the treatment of complications arising from contraceptive side effects.
5. Davao City Health Department (DCHD)  
Provides family planning services to the residents of Davao City and suburbs.
6. Department of Education and Culture Population Education Program (DEC-PEP)  
The goal of the program is to integrate population education into elementary, secondary, and teacher-training curricula.
7. Department of Health National Family Planning Office (DHNFPPO)  
Responsible for the planning, administration, coordination, implementation, and evaluation of the department's family planning program.

8. Department of Local Governments and Community Development (DLGCD)  
Aims to integrate family planning IEC into the three sectoral programs, namely, community development, local government, and cooperatives development.
9. Department of National Defense (DND)  
The DND Family Planning project provides integrated family planning services and IEC to enlisted men and their families through the operation of commodity-assisted family planning clinics in various military camps all over the country.
10. Department of Social Services and Development (DSSD)  
The department's Bureau of Family Welfare integrates family planning counseling and IEC into its program.
11. Family Planning International Assistance (FPIA)  
An international division of Planned Parenthood Federation of America (affiliated with IPPT) promotes family planning in the developing world by providing financial, material, and technical assistance to local agency projects. FPIA-financed projects in the Philippines include the Iglesia Ni Cristo Family Planning Project, the Mary Johnston Hospital Sterilization Clinic, the Study and Training Center for Surgical Sterilization at the Philippine General Hospital, the Outreach Program at Lorma Hospital in La Union and the "Agricultural Approach in Family Planning" Project of the International Institute of Rural Reconstruction.
12. Family Planning Organization of the Philippines (FPOP)  
Provides family planning counseling and services to clients.
13. Iglesia Ni Cristo (INC)  
Provides family planning education and services to INC members throughout
14. Institute of Maternal and Child Health (IMCH)  
As the national training center for maternal health service, IMCH provides integrated family planning and maternal and child health services through its 380 clinics spread all over the country.
15. Institute of Philippine Culture (IPC)  
A research organization of the Ateneo de Manila University, IPC studies local problems of education and development to promote a better understanding of Filipino ways of life.

16. Interchurch Commission on Medical Care (ICCMC)  
The Commission is the coordinating body of church-related hospitals and clinics all over the country. It runs an integrated family planning program, making use of 34 clinics and hospitals.
17. Lorma Hospital (LH)  
In La Union this hospital runs an outreach program that makes family planning services available to rural families in that province.
18. Manila City Health Department (MCHD)  
Integrates family planning into the total health services of its 40 clinics, 10 industrial-based satellite clinics, and six lying-in/postpartum clinics.
19. Mary Johnston Hospital (MJH)  
Its sterilization clinic offers complete family planning services to clients.
20. Maternity-Centered Hospital Family Planning Project (MCH-FPP)  
The project comes under the Bureau of Medical Services of the Department of Health. It aims to upgrade maternity-centered hospital services in the country and provide support to all family planning clinics in the treatment of complications arising from contraceptive use.
21. National Census and Statistics Office (NCSO)  
The office compiles and prepares all census and statistical data issued by the government.
22. National Media Production Center--Population Information Education Office (NMPC-PIEO)  
Serves as the Commission on Population's major media production arm.
23. Office of Health Education and Personnel Training (OHEPT)  
Provides training to family planning service and IEC personnel, IEC trainers, and program coordinators.
24. Pathfinder Fund (PF)  
A foundation that operates internationally to develop and support family planning and research programs. In the Philippines, it assists a family planning project in Albay that serves rural families, a voluntary steriliza-

tion project at Brokenshire Memorial Hospital in Davao City and at the Children's Medical Center in Quezon City, and the Rural Mimeo press that publishes news-sheets containing population information for rural parishes.

25. Philippine Medical Association (PMA)  
Its goal is to provide family planning services and information, education, and motivation through private practitioners throughout the country.
26. Population Awareness and Sex Education (PASE)  
The project under the Bureau of Youth Welfare of the Department of Social Services and Development is an expansion of information, education, and motivation activities. It provides IEM activities to out-of-school youth not covered by the national program.
27. Province of Bulacan (POB)  
The program provides family planning and nutrition services to the population of Bulacan province.
28. Province of Laguna (POL)  
The goal of the program is to provide and coordinate family planning services and information/education throughout Laguna province.
29. Province of Nueva Ecija (PONE)  
Family planning services and information, education, and motivation are provided to residents of Nueva Ecija through this program.
30. Silliman University Medical Center (SUMC)  
The center provides family planning IEC and services including vasectomy to the people of Negros Oriental through its ten fully funded and five satellite clinics.
31. Study and Training Center for Surgical Sterilization (STCSS)  
Comes under the department of obstetrics and gynecology of the Philippine General Hospital; serves as the national training center for sterilization.
32. Tulungan Family Planning and Mothercraft Project (TFPMP)  
The project provides family planning services and IEC on all methods of contraception in seven Tulungan clinics located in the Greater Manila Area. It is funded by USAID through the Commission on Population and is based in Malacanang, Manila.

33. University of the Philippines College of Medicine Reproductive Biology Center (UPCM-RBC)  
The center provides family planning services and IEC to the population of regions covered by the project. It conducts motivational activities and trains physicians in vasectomy. It also trains agro-industrial physicians. Its work is funded by USAID through the Commission on Population.
34. University of the Philippines College of Medicine Research in Reproductive Medicine (UPCM-RRM)  
Does research in reproductive medicine. Serves as the center for biomedical research of the national population program.
35. University of the Philippines Institute of Mass Communication (UP-IMC)  
The institute provides IEC support to the national population program at the central and regional or field offices.
36. University of the Philippines Institute of Public Health (UP-IPH)  
The institute serves as a graduate and undergraduate school of public health and public health administration.
37. University of the Philippines Law Center (UPLC)  
The center has a law and population project aimed at drafting a set of proposed laws on population and family planning, using human rights as a point of departure.
38. University of the Philippines Population Institute (UPPI)  
The institute has an interdisciplinary program of graduate studies in demography designed to prepare students for professional careers as demographers. It also sponsors conferences and seminars on demographic data analysis and conducts in-service training on population studies for personnel in government, colleges, and universities.
39. University of Santo Tomas (UST)  
The university has a Family Guidance Center that provides family planning, IEC, counseling and services on the rhythm method. A service arm of the university's Institute for the Study of Human Reproduction, the cen-

ter assists the Department of Pediatrics in its community care program, providing extension services to certain barangays in Quezon City.

40. Xavier University (XU)

The university's Research Institute for Mindanao culture has a population laboratory project that tests alternative methods of obtaining reliable data on population characteristics, particularly birth, death, and growth rates. Its action-methodology orientation would make possible the duplication of a dual records study approach in several sample locations in the Philippines to arrive at accurate national rates based on reported data.

41. World Neighbors (WN)

The organization is a worldwide movement to build understanding among peoples through cooperative self-help projects in developing countries. Its basic activities are in the areas of food production, family planning, public health, leadership training, and industry. In the Philippines, WN has 13 program areas. These program areas are all autonomous.

## Appendix C

### Action Officers of the 26 LOI-45 Agencies

1. Central Bank of the Philippines--Atty. Orestes H. Tirol
2. Civil Service Commission--Mrs. Albina M. Dans
3. Ministry of Agrarian Reform--Mrs. Lilia C. Panganiban
4. Ministry of Agriculture--Mr. Francisco Rentutar
5. Ministry of Education and Culture--Mrs. Remedios Cayari
6. Ministry of Health--Dr. Carmencita N. Reodica
7. Ministry of Justice--Mrs. Carmen A. Chavez
8. Ministry of Labor--Ms. Susan Dedel
9. Ministry of Local Government and Community Development--  
Ms. Presentacion Gonzales
10. Ministry of National Defense--Col. Florentina G. Marpa
11. Ministry of Natural Resources--Mr. Antonio R. Piga
12. Ministry of Public Information--Mr. Tiburcio R. Baguio/  
Ms. Luzviminda M. Pantaleon
13. Ministry of Public Highways--Mrs. Elizabeth Abello
14. Ministry of Public Works, Transportation and Communica-  
tion--Mr. Jose H. Espiritu
15. Ministry of Social Services and Development--Mrs. Fili-  
pinas Altuna
16. National Census and Statistics Office--Mr. Oscar F.  
Planeras
17. National Economic and Development Authority--Mr. Wilfredo  
Nuqui/Mrs. Fleur de lys Torres
18. National Media Production Center--Ms. Rebecca Santos
19. National Tax Research Center--Mr. Gil Reyes

20. UP-College of Arts and Sciences--Ms. Fe Arcinas
21. UP-College of Law--Dr. Carmelo V. Sison
22. UP-Institute of Mass Communication--Mr. Francisco H. Roque
23. UP-Law Center--Atty. Zenaida S. Reyes
24. UP-College of Public Administration--Dr. Nestor N. Pilar
25. UP-Population Institute--Mrs. Imelda Z. Feranil
26. UP-School of Economics--Dr. Mahar Mangahas

## Appendix D

### A Curriculum Sample Used by the Radio School on the Air Program Entitled

#### "Pamanggas Tuhoy sa Buwas-Damlag"

#### CURRICULUM XII--Month of October 1978

##### Week I--Education

Each child needs educational, moral, and spiritual preparation in his growth into a mature citizen of his community. In this respect, the home, the church, and the school come into play in providing for these needs. But basis of all in the molding of the child's character is the home where his education begins. Here, the importance of love, concern, and understanding of parents cannot be overemphasized, since these provide the child with a sense of security that is needed in the formation of his personality. As parents, it is their responsibility to provide for these needs. Failure on their part to take on these responsibilities would make the effort of the church and the school ineffective.

Kanor and Isagani are brothers. Born of parents whose occupation is farming in Punta Malasugi, they have been made to work on their farm at an early age, and both have been known in the barangay to be hard workers.

Of the two brothers, Kanor is the more carefree, the less responsible one, while Isagani is more serious and more meticulous in everything he does. While Kanor tends to roam around in between chores, Isagani, who is more effeminate in his ways, prefers to stay at home and help his mother in the household chores, including the mending of clothes.

Kanor is 17 and Isagani is 15 when their mother Misya dies. Naturally, it is Isagani who takes over the management of the home in addition to working full time on the farm. Meanwhile, Kanor, continuing his happy-go-lucky ways, now starts to collect girlfriends and in no time at all becomes notorious as the local playboy, whose escapades are well known in the community and evoke the consensus that he would end up in a shotgun marriage before long.

But they are proven wrong. Years pass and to everybody's surprise it is Isagani, now 20 who gets 21-year-old Lucy

pregnant. And there is nothing their father Baoy can do but arrange their wedding.

This makes Kanor the butt of the barangay folks' jokes, since over the years he has evaded marriage. Even Baoy has begun to wonder when he will settle down. But Kanor laughs and answers that he will marry when he is ready.

By this time Isagani has five children, one born every year. He still does the cooking and works full time on the farm, as Lucy can only concentrate on one kind of work at a time, often neglecting the children, who have grown to be stubborn.

The situation in the house becomes unbearable to Kanor. For when Isagani's children cry, they can go on crying for hours and still be left untended. All he can do is leave the house to seek refuge at Tiya Caring's store, where after a while he meets Sylvia, a 21-year old recent college graduate who is spending her vacation at the storeowner's house. They fall in love and decide to get married. Kanor is 30 years old then.

The next year Baoy dies. Kanor and Isagani each inherit five hectares of the farm. Kanor and Sylvia have problems, but this is only because they have to adjust to each other. They live a better life than Isagani and Lucy, who now have six children, with the seventh coming.

By the time their second child is born, Kanor and Sylvia have adjusted themselves and have stabilized their lives. Sylvia programs her work efficiently. This gives her plenty of time for her children and she lavishes them with attention and care. Lucy neglects her children just trying to do one chore, much to the chagrin of Isagani.

As a result, Sylvia's home is neat with clean surroundings, a part of which has been planted with vegetables, all done through the cooperative effort of her children. Lucy's home and surroundings are dirty and unkept.

Four children are born to Kanor and Sylvia. Compared to the children of Isagani and Lucy, the former are better fed, better dressed, and they grow up confident and well disciplined. They are active in the classroom and outside and can relate well with their classmates and teachers.

Kanor and Sylvia are content with the way their children are turning out, while Isagani and Lucy can only watch

helplessly as their children, now beyond their control, go astray one after the other.

## Week II--Shelter

It is the parents' primary responsibility to provide their children with their basic needs, such as food, clothing, education, and a proper place to live. As long as these needs are met, their development into responsible members of the community is enhanced. Proper housing gives children a sense of security and a feeling of respectability. Poor housing facilities and overcrowding certainly affect the personality of the children and hinder their development.

Aday, a widower, is an encargado of Don Lorenzo's hacienda. His family of seven children is housed in a cottage provided free by Don Lorenzo. A former resthouse, it is good for one person, but it can accommodate three in its bedroom. Naturally everything in the house is for communal use, although the bedroom is reserved for his five daughters' sleeping quarters. He and his two sons sleep in the sala.

To make matters worse, Aday marries again and with his new wife Idad demanding privacy, his five daughters are displaced from one bedroom. This increases the daughters' negative attitude, which began with the start of his courtship. With the sala now critically congested, the daughters' hatred toward their stepmother grows.

While the males of the house have been able to adjust to these conditions, the females become rebellious. Consequently, quarrels between the daughters and their stepmother become usual happenings, and when Aday intervenes, it is usually in favor of Idad. The situation becomes so unbearable that the daughters start looking for and escape through whatever means, as long as they can get away from what they feel is hell.

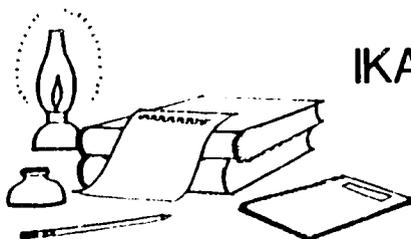
The first to find her way is Cora, who escapes with a police sergeant, only to find out that he is married. Aday, after the prodding of Idad, forces Cora to leave the policeman after she has lived with him for over a week. Later, she is wooed by Nomer and again, she elopes with him. Soon Nomer finds out that she had lived for a week with the policeman. His resentment makes him irritable and he and Cora can find no peace in their home.

Esing is the second daughter to leave. Although the courtship of Miguel is fraught with quarrels instigated by Idad, who invents all sorts of excuses to prevent their mar-

riage, Miguel and Esing elope and get married before a justice of the peace. Two months later, Idad's anger burns out and they are accepted in the house and a church wedding can be arranged.

Lorna did not elope with Tiong. Fortunately for her, he has gained the favor of Idad and has been given liberty to be with her. She gets pregnant, and a hasty wedding is arranged for them. When he takes her to his home, she finds that he is shiftless and depends on his parents.

Telly is the fourth to plunge into marriage in order to escape. She, like Lorna, does not have much trouble during Santi's courtship. Santi is a doctor, a promising one at that and Idad finds him a favorable partner for her stepdaughter. Idad thinks that she can derive great benefits when they are married. And so, without delay, they marry Telly off to Santi.



Mapabugal mo bala ang edukasyon nga ginahatag mo sa imo mga anak?

IKAW . . .



Mapabugal mo bala ang imo pagpani- kasug agud matigayon ang ikaayong lawas sang imo panimalay?



Mapabugal mo bala ang ginapuy-an sang imo pamilya?



Mapabugal mo bala ang imo pagpani- kasug sa imo pagpangita tuhoy sa kinahanglanon sang imo pamilya?

2

3

Ang Kauswagan sang Pungsod Nagasugod Mismo sa Aton Pamilya.

Ano ang Aton Mahimo sa Aton Panimalay agud Mapalig-on ang Pungsod?

Ginhimo sa Commission on Population Region VI Pavia, Iloilo

Pamanggas Tuhoy sa Buasdamlag

Polyeto 12



“ Ang Pilipino May Dapat Gid Ipabugal ”

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Appendix F

**MMP ENROLLMENT FORM**  
 Pamanggas Tuhoy Sa Buwas-Damlag  
 School on the Air

\_\_\_\_\_  
 Name of Station

Head of the Family : \_\_\_\_\_  
 Location of House : \_\_\_\_\_  
 Barrio/Municipality : \_\_\_\_\_  
 Province : \_\_\_\_\_

Members of the Family:

NAMES	Relation to Head of the Family	Ages	Civil Status	Birthday	Educational Attainment	Occupation	Community Involvement (Use Codes)*

Others:


Signature of Father : \_\_\_\_\_  
 Printed Name : \_\_\_\_\_  
 Date of Enrollment : \_\_\_\_\_  
 Submitted by : \_\_\_\_\_  
 Municipality/City Province : \_\_\_\_\_

\* Codes

- |  |   |
|--|---|
| 1. Barangay Rural Improvement Corps      | 8. P T A  |
| 2. 4-H Club                              | 9. F F Acceptor   |
| 3. Cooperative (Credit, Consumers, etc.) | 10. Youth Organization  |
| 4. Green Revolution                      | 11. Mothers' Classes  |
| 5. Irrigation Project (Specify)          | 12. Associations (e.g. Samahang Nayon, Fishermen's Association, etc.) |
| 6. Electrification Project (Specify)     | 13. Others  |
| 7. Health (e.g. Operation Timbang)       |   |

## ABBREVIATIONS

FPOP	Family Planning Organization of the Philippines
IEC	Information, Education, and Communication
IMCH	Institute of Maternal and Child Health
NEDA	National Economic and Development Authority
POMCH	Project Office for Maternal and Child Health
POPCOM	Philippine Commission on Population
PPO	Provincial Population Offices
RCCPR	Regional Coordinating Council for Population Programs
TIDA	Total Integrated Development Approach
UNFPA	United Nations Fund for Population Activities
UP-IMC	University of the Philippines Institute of Mass Communications
UPPI	University of the Philippines Population Institute
USAID	United States Agency for International Development

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