

Partnership with Condom Manufacturers Helps Boost Condom Use in Indonesian Red Light Areas

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Under the USAID HIV/AIDS Prevention Project (HAPP), The Futures Group International (FUTURES) worked with the Consortium of Concerned Condom Manufacturers to implement a multifaceted behavior change and social marketing campaign designed to increase condom use among commercial sex workers (CSWs) and their clients in Indonesian red light areas. In one year (1999), condom use among CSWs rose 30 percent, according to an annual behavior surveillance survey. Condom availability and visibility also substantially increased in red light areas, as verified by store checks and digitized mapping.

The Consortium consisted of two local condom manufacturers, PT Vonix Latexindo and Rajawali Nusindo (RNI), and one multinational, London International Group (LIG). These manufacturers offered a broad array of condom brands at varying price levels in an effort to segment the market. FUTURES and the Consortium implemented an integrated, results-driven condom marketing strategy that included the following elements:

“Condom Tunnel”: In the “condom tunnel,” entire red light areas were blanketed with condom stocks, posters, stickers, hanging mobiles, banners and brochures that surrounded sex trade clients with risk awareness and condom promotion messages, and “prêt-a-porter” (ready-to-wear) prophylactics.

“Kondomania promotion”: This comprehensive three-month promotion in red light areas included retail and sex trade events, condom use competition for sex workers and their managers, sex worker writing competition, consumer quiz and lucky draw, kiosk condom sales competition, and a condom display competition for drug stores. The Kondomania promotion had a direct impact on Consortium condom sales, which increased by over 30 percent over the previous three-month sales period.

“Enter-educate” events: The Consortium sponsored “enter-educate” events in red light communities in collaboration with NGO partners. These events combined entertainment such as street dramas and music, dance competitions, radio talk shows conducted “live” in bars or discos, *dangdut* music shows, kite festivals, car rallies, and karaoke with education on STDs/HIV/AIDS and condom use. In addition, there were university seminars involving students, and condom factory visits by commercial sex workers, NGOs and the media.

Media advocacy: Ongoing media relations, monthly media gatherings and a press writing competition resulted in substantial press coverage on condoms and HIV/AIDS, which increased public awareness. Media value of the press coverage was estimated at nearly

\$300,000. In 1999, media relations generated, per week, an output of 40 articles on HIV/AIDS and 9 articles mentioning condoms among 70 Indonesian media publications.

Mass media advertising: FUTURES developed a TV, radio and print advertising campaign that was designed to generate condom awareness and motivate condom use. The advertising campaign theme was “Gunakan kondom, masuk akal ‘kan?” (Use condoms as sensible protection).

Condom access and visibility: In order to expand condom distribution and visibility in red light areas, FUTURES supported sales and promotional task forces for each of the three Consortium manufacturers.

Project Impact

Increased condom use

FUTURES, the Consortium and NGO partners worked vigorously to popularize and increase demand for condoms. The 1999 Behavioral Surveillance Survey (BSS) results clearly demonstrate that the program strategies and interventions generated positive impact:

1. Condom use by CSWs rose significantly in Jakarta, Surabaya and Manado in 1999. Condom use by CSWs in their last sexual act with their clients rose to 48 percent, up from 37 percent in 1998 (a 30 percent real increase).
2. Condom use among male clients also rose in 1999. In the 1999 BSS, 16 percent of clients reported they used a condom in their last sexual act with a CSW, up from 10 percent reported in 1998.
3. Awareness increased among CSWs that consistent condom use could prevent HIV/AIDS transmission. Awareness that condoms prevent HIV/AIDS increased from baseline 70 percent in 1996 to 84 percent in 1999. Awareness is a necessary predecessor to consumer motivation and commitment to consistent condom use.

Increased condom availability and visibility

Store checks and digitized mapping confirmed that condoms were widely available and visible in a broad array of outlets in red light areas, including pharmacies, drug stores, kiosks, *warung* (small shops), bars, discos and brothels.

Improved media access and impact

In a first in Indonesia, FUTURES/HAPP aired a public service television advertising campaign promoting condoms in two waves. Retail audit results suggest that the TV campaign had a strong impact on condom sales. During the first wave advertising, condom sales increased 15 percent and during the second wave advertising, sales spiked upwards by 9 percent. An end-of-project survey of nearly 500 men in red light areas showed that 80 percent of them recalled condom advertising. A little over one-third of these men (36 percent) said they used condoms because they felt personally at risk of STD infection and believed condoms reduce the risk. Nearly all respondents were aware of HIV/AIDS.

Improved private sector response

The private commercial sector's committed response and vigorous participation in the condom social marketing component of the HIV/AIDS Prevention Project helped ensure the cost-effectiveness of this important intervention. FUTURES invested \$325,328 over a two-year period in direct marketing support for the Consortium members, who meanwhile spent approximately \$1,200,000 on advertising and promotion investment for their brands. This represented a 4:1 ratio of consortium investment to donor investment. In addition, it is important to note that the Consortium members contributed non-subsidized packaged condoms and met their own personnel, overhead and operating costs. Importantly, after HAPP funding ended at least one Consortium member sustained the task force that was assigned to it and its distributor for development of non-traditional outlets in red light areas. The sustainability of the task force intervention provides a clear example that the HAPP CSM program spawned ideas and sustainable private sector investment and commitment.

Private sector cost sharing and participation in public service advertising and education

FUTURES and LIG jointly purchased TV advertising time in an innovative cost-sharing scheme that paired a generic 15-second condom public service advertisement (PSA) with a 15-second Durex condom advertisement. (FUTURES and LIG shared the cost of the 30-second TV advertising slots, which was cheaper than purchasing separate 15-second spots.) The back-to-back PSA and condom commercial was cost-efficient for both HAPP and LIG; moreover, the PSA and the Durex commercial contained mutually reinforcing condom promotion messages.

The Consortium manufacturers sponsored 127 enter-educate events that generated awareness of the risk of HIV/AIDS and promoted condom use. The Consortium's sponsorship of these events facilitated linkages with NGOs, university students, community groups and the media, which generated press coverage. The Consortium members indicated they would continue to sponsor NGO-managed events.

Meeting the needs of the low-income consumer

The Consortium manufacturers demonstrated commitment to market condoms at low prices to serve the low-income consumer. The lowest priced commercial brand was affordably priced at around 15 cents (U.S.) for a pack of three condoms.

Lessons Learned

- 1) It is in the interest of commercial condom companies:
 - a) To serve the mass market with condom products and prices to suit all socioeconomic classes, especially high-risk groups (CSWs and clients) who are potentially heavy users.
 - b) To increase access to their products, since this will increase sales (although distribution expansion must be done efficiently and cost-effectively).
 - c) To improve the image of condoms and increase their acceptability among consumers.

- 2) Mass media advertising helps to:
 - a) Increase awareness and heighten personal risk perception that precedes adoption of protective behavior.
 - b) De-stigmatize condoms.
 - c) Improve the selling and purchasing environment.
 - d) Expand the condom market by increasing retail sales.
- 3) Public-private partnerships in HIV/AIDS prevention engender cost-efficiencies, cost sharing and sustainability and should be expanded, particularly in countries such as Indonesia that have a developed commercial sector.
- 4) The private sector will invest in disease prevention programs if it has incentives and the programs will generate returns. Conversely, the private sector will be de-motivated to invest if it does not see market opportunity. It should be noted that a competing heavily subsidized condom social marketing intervention in Indonesia threatened to de-motivate the commercial sector as the subsidized brand dominated the condom market and reaped most of the benefit from public sector support. The unfortunate result could be the disappearance of local condom brands from the Indonesian market.
- 5) The private sector is inherently sustainable, as truly commercial enterprises do not rely on public sector support. The *Darwinian Principle* in the free enterprise system “deselects” unsustainable enterprises, i.e., it is “survival of the fittest” on a leveled playing field. (The cautionary note is that the condom playing field is not leveled in Indonesia due to the subsidized condom social marketing intervention, hence it would be unfair to assume that the elimination of local enterprises from the condom market would be due solely to their failings.)
- 6) For-profit and non-profit entities (NGOs) can work together to support disease prevention programs if they have a perceived mutual benefit. For example, commercial condom companies will sponsor “enter-educate” events organized by NGOs if they see high promotional value for their condom brands. Conversely, if NGOs fail to deliver value and a quality product they will not generate repeat sponsorship of their events and activities.