PLANNING COMMUNICATION FOR FAMILY PLANNING

John Middleton with Yvonne Hsu Lin

A PROFESSIONAL DEVELOPMENT MODULE

EAST-WEST COMMUNICATION INSTITUTE

EAST-WEST CENTER

Module Text
Thus the factors which influence the committee's decision in selecting the slogan 'Be a man-plan' were:

(a) The report of the conference on Family Life Education held in October, 1971.

(b) Recognition of the need to further extend the previous year's program designed to reach the male.

The Family Planning Program has been holding an annual conference on Family Life Education since 1969. From 1970 onwards, this conference has closed the activities of Family Planning Week. The conference is national and participants are drawn from voluntary organizations throughout the country, religious groups, ministries and schools. Approximately eighty persons attend these conferences.

The third annual conference held in 1971 was based on the theme 'Male Attitudes in the Caribbean.' Papers on three topics were presented at this conference, namely:

(a) Male Attitudes in Caribbean Family Life, by Merle Hodge

(b) Religious Influences on Male Attitudes and Responsibilities in Caribbean Family Life, by Reverend Kelvin Felix.

(c) Legal Influences on Male Attitudes and Responsibilities in Caribbean Family Life, by Justice Aubrey H. Fraser.

(A copy of the report of the 1971 conference is attached.)

Messages prepared for use during this campaign were:

1. "Responsibility is a big word, a man's word. A real man wants to know and care for the new life he starts. A man who isn't ready for family responsibility must know about family planning. Otherwise can he call himself a man?"
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FOREWORD

Any discipline faces the challenge of translating what it learns from research and practice into a form usable by persons who apply knowledge to problems. This challenge is particularly demanding in the field of economic and social development, and nowhere more so than in trying to inform and educate people about the problem of population.

Population problems exist, in one form or another, throughout the world. To help solve these sensitive and difficult problems, a large number of countries depend upon a group of professionals working in what has come to be called Population IEC (information, education, communication). These professionals, working under great difficulties, often isolated from the sources of learning, feel a continuing need to stay abreast of latest knowledge in their field. The East-West Communication Institute, under the general supervision of Dr. Robert Worrall and the specific direction of Dr. John Middleton, and with the support of the U. S. Agency for International Development, has made an effort to respond to this need.

The Modular Learning Materials, of which this is one unit, are not quite like any other learning materials in the subject area. They have been developed with the aid of scholars and practitioners, and tried out by representatives of the audience for whom they are intended: working professionals. Consequently, they represent a blend of theory and practice in what we believe is a usable form and one we hope will be widely helpful.

Wilbur Schramm
Director
East-West Communication Institute
AUTHORS' PREFACE

This module was produced in prototype form in the Fall of 1973 for use in the First Modular Program of Professional Development in Population and Family Planning Information, Education and Communication at the East-West Communication Institute. The present version is based on the results of the testing of the prototype and on the suggestions and criticisms of a large number of reviewers.

While it would not be possible to list all of those who have commented on one part or another of the module, we owe special thanks to the following individuals who took the time to give thoughtful commentary. Mr. Ronny Adhikarya, of the Universiti Sains Malaysia, Penang, Malaysia, gave us valuable help on the problem of communication strategy development. Mr. H. A. Quintus Fernando of the Ministry of Health in Sri Lanka and Dr. Kwon Ho-Youn of the Korean Institute of Family Planning helped us in our struggle to keep the content useful in the developing country context. Dr. Sanford Danziger helped us keep our writing clear and understandable, and provided many useful insights into practical aspects of communication planning. Dr. Jerry Brown of the Agency for Instructional Television gave a very valuable review of the instructional aspects of the module.

While we are indebted to all of these fine individuals, the final responsibility for the module must rest with the authors. John Middleton is the primary author, and is therefore mostly responsible for any faults. Yvonne Hsu Lin was instrumental in developing concepts for strategy planning and for the scheduling of plan activities.

John Middleton is the Director of the Modular Program at the East-West Communication Institute, and General Editor of the Modular Materials. He holds a Doctorate in Educational Planning from Harvard University. Yvonne Hsu Lin is communication planner with the Taiwan Family Planning Program. She holds a Master's Degree in Communication from the University of Chicago.
EDITOR'S INTRODUCTION

These materials are part of a series of development modules designed and produced at the East-West Communication Institute to assist professionals working in population and family planning information, education, and communication (IEC) programs in sharpening their professional skills. A wide range of expertise—drawn from IEC programs in Asia and the United States, from universities, and from the Communication Institute staff—has been brought to bear on the development of the materials. Acknowledgment of authorship is given in each module. The project has been supported with a grant from the U. S. Agency for International Development.

We began this project with the major goal of producing professional instructional materials which, in addition to serving as the core of population IEC professional development programs at the Institute, could be adapted and used in a variety of training and development settings. To this end we have attempted to make each module as complete and self-sufficient as possible. We have tried to make the modules self-instructional to lessen the burden on teaching and training staffs, and to facilitate their use on an individual basis. We have done our best to build the modules around real life cases, problems, examples, and data, and sought at all times to strike a balance between principles and techniques for practical application.

A basic premise of our work with the modular materials is that they would be constantly revised. As we use the materials in Honolulu, and as cooperating institutions use them in other institutional settings in Asia, Africa, Latin America, and the United States, we receive feedback which helps us refine and improve the modules. We are especially grateful to the 40 participants from Asia, Africa, Latin America, and the United States in the First Modular Program of Professional Development in Population and Family Planning IEC who helped us conduct the first full field test of the materials in Honolulu in the spring of 1974. Their critical review and commentary on the modules has been a rich source of ideas for improvement. We owe a similar debt of gratitude to the numerous IEC experts around the world who reviewed and criticized the materials. A special vote of thanks is due the Planned Parenthood Federation of Korea which has generously shared with us the results of their project to review, revise, and adapt modules for their own use.

Given our basic premise, the materials will be constantly evolving. The work to support the written materials with low-technology, low-cost audiovisual aids will be particularly important.

Recognizing the need for continual improvement of the modules, we are nonetheless sharing them in this "second revised form." We encourage non-profit educational and training institutions to use the materials, revising, adapting,
translating, and tailoring them to meet their needs. We would be grateful for feedback on the nature and results of such efforts. The Institute is also prepared to provide assistance to institutions adapting and using the modules.

The titles of modules currently in development at the Institute are listed below, with dates when tested and revised modules will be available.

1. Fundamental Human Communication -- D. Lawrence Kincaid with Wilbur Schramm (January, 1975)


4. Clinic Education -- Sanford Danziger (June, 1975)


6. Pre-testing Communication Products -- Iqbal Qureshi and D. Lawrence Kincaid (June, 1975)

7. Using Existing Media -- Merry Lee San Luis (June, 1975)

8. Communication and Coordination in Family Planning Programs -- George Beal and John Middleton (January, 1975)

9. The Role of Communication in Beyond Family Planning Programs -- Robert P. Worrall and O. D. Finnegan (June, 1975)

10. The Role of the Consultant -- Ellwood B. Carter, Jr. (September, 1975)

11. Media Production -- John Shklov (September, 1975)

12. Research Utilization -- David Radel and Sumiye Konoshima (December, 1975)


We intend to continue developing the above materials and will be adding modules as the need arises. Institutions interested in obtaining copies of the modules and audiovisual support materials are encouraged to write to the Communication Institute for more details.

The conceptualization and coordination of the project has been the work of the Task Group for Modular Professional Development. In addition to the authors of the modules, the following task group members have contributed significantly over the life of the project: Ronny Adhikarya, Mary-jane Snyder, Hichul Whang, and Margaret White.

We gratefully acknowledge the support for the project given by the U. S. Agency for International Development. Special thanks are due to Dr. Wilbur Schramm, Institute Director, whose guidance has been essential, and to Dr. Robert P. Worrall, Assistant Director, whose support made it possible to transform an idea into reality.

John Middleton
East-West Communication Institute
December, 1974
OVERVIEW

Planners of family planning communication programs have a particularly important and challenging task. The population problem is found in different forms in every country. In the developing world, the combination of drastically reduced mortality rates and continued high fertility has resulted in a rate of population growth which virtually negates progress made in economic development, making the task of improving the quality of life for the people almost impossible. To meet this challenge, many governments have established family planning programs, and a critically important part of all of these programs is a communication component to inform, educate, and persuade individuals, couples, and groups of the need for and benefits of family planning.

It is fair to say that many family planning programs have, so far, failed to fulfill early hopes for success. Family planning communication programs have also faced many problems, often without much success in solving them.

One of many reasons for the relative lack of success to date is quite probably a failure to successfully apply what is known of how to apply theories of communication. Since planning is, essentially, an exercise in applying theories of communication to solve specific problems, part of the failure may be due to inadequate planning.

This should not be surprising. The use of communication to change the behavior of large numbers of people has a short history. The family planning programs of the last fifteen years have, in fact, been something of an ongoing experiment in which different approaches to communication have been tried, revised, and tried again.

In this module we have attempted to put together a comprehensive approach to family planning communication planning, drawing on research and practice from a number of disciplines and programs. The planning system presented in the module thus represents, in some sense, a synthesis of experience. The approach, however, represents the authors' interpretation of that research and experience.

Thus this module, like the planning process itself, has its own personal point of view. We think it is a helpful perspective, but we urge the reader to consider the ideas in the module critically, applying his or her own experience and expertise throughout.

THE AUDIENCE OF THE MODULE

The module has been designed for mid-career planners and administrators working in family planning communication programs. We use this module at the East-West Communication Institute with professional communicators from Asia, the Pacific area, and the United States. These individuals have, on the average, four years
of experience in family planning or similar programs; have at least a bachelor's
degree (about half of them have done post-graduate work); and hold a variety of titles,
ranging from communication planner to provincial information officer to mass media
specialist. For most of our audience, English is a second or even third language.

THE MODULE STRUCTURE

The module is published in three volumes. The first volume is this Module
Text, which contains the content we are seeking to transmit. In addition, there is a
Module Workbook for use in applying planning concepts to real planning situations.
Finally, there is a Module Manager's Guide to assist individuals who wish to admin-
ister the module in a group learning situation.

Module Text

The Module Text is built around seven units, each of which
deals with a set of planning concepts. The first unit contains an in-
troduction to the planning process and presents a flow model of the
planning process which integrates strategy planning with management
planning. The remaining six units are structured around this planning
model. A summary of major concepts is given at the end of the mod-
ule. In addition, the text contains several supplementary readings
meant to be used with the basic text.

Each unit begins with two kinds of objectives. The first set
of objectives expresses the basic ideas which we expect the learner
to be able to master. These objectives are essentially cognitive in
nature, and to achieve them the learner must be able to recall, list,
explain, or describe basic concepts in the unit. The second set of
objectives are application objectives. These objectives describe
what we expect the learner to be able to do in applying the basic
concepts of the unit to a real or simulated planning situation.

Individuals working with the module by themselves can expect
to accomplish the first set of objectives. Individuals completing the
module in a group learning situation can expect to accomplish the ap-
plication objectives. At the East-West Communication Institute, we
use the Module Workbook together with a planning case study that is
part of our module on Fundamental Human Communication to help
learners accomplish application objectives.

Each unit contains self-instructional narrative text, exercises,
and self-tests. Self-tests are based on the cognitive objectives for
the units, and answers are provided in the text. The narrative text
contains a great many examples and short cases drawn from family
planning communication programs. Finally, each unit ends with a
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GROUP DISCUSSION AND ACTIVITY

Because planning is a very personal process, a process that is shaped by the political and administrative context within which it takes place, the ideas presented in the module may not always be applicable in any single communication planning situation. In addition, there are planning concepts and techniques which have not been included in this module.

To encourage critical review of the concepts presented, and to draw out the ideas and techniques of the learners, we build group discussion and activity into the module when we use it at the East-West Center. A schedule for these discussions is included in the Manager's Guide. Individuals completing the module on their own may wish to review this schedule and seek out colleagues for discussion of concepts and techniques at the points indicated.

PREREQUISITES

In preparing this module we have assumed that the person completing it has a good basic understanding of communication—what it is and how it works. Operationally, this would be equivalent to having recently completed a one-semester university course in communication. At the East-West Center, we implement this module in close conjunction with our module on Fundamental Human Communication.
The best preparation for this module on planning is to have completed *Fundamental Human Communication*, which covers the basics of communication theory and process as applied to family planning.

SUPPLEMENTARY READINGS

Four supplementary readings are used to support the module text. Three of the readings are included in the text itself. The fourth, which is cited below, is almost universally available.


A copy of this reading is extremely helpful, although not essential, to successful achievement of module objectives.

A FINAL REMINDER

We have mentioned above that the planning approach developed in this module is only one approach. As authors, we are proud of it (although we recognize many aspects which need further development). The reader of the module, however, is urged to consider the ideas presented carefully and critically. If they are found useful, that is good. If they can be improved, that is even better, and we hope that readers share their reactions with us.
translating, and tailoring them to meet their needs. We would be grateful for feedback on the nature and results of such efforts. The Institute is also prepared to provide assistance to institutions adapting and using the modules.

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INTRODUCTION TO PLANNING
During this season the Family Planning Association planned to contribute to the national campaign by bringing out a band on family planning for carnival. Thousands of jerseys with catchy family planning slogans were offered for sale. The four slogans used were: make love, NOT babies, Rubbers erase worries, yes I will, I'm on the pill, and Loop before you leap. A picture with nine youths demonstrating these jerseys appeared in the newspaper about two weeks preceding carnival.

The Inter-Religious Organization of Trinidad and Tobago objected strongly to having the young people of the country wear these jerseys. A letter to this effect was sent to government. The Minister of Health on the advice of his technical officers requested that Family Planning Association cease the sale of these jerseys. As a result, there was no Family Planning carnival band as planned.

Objectives for this Unit

When you have completed the readings and exercises in this unit, you should be able to:

1. List and explain five important aspects of the planning process.
2. Identify six phases of planning.
SECTION I: THE PLANNING PROCESS

Something to Think About

Look at the two pictures below. Which of these represents the most important part of planning?

When you have studied the pictures, turn the page.
At its first meeting in January 1973, the Community Education and Publicity Committee recommended that while educational efforts should continue to reach men of the country, the target group for 1973 should be the young adults. This recommendation resulted from statistical data which showed (a) that approximately 60% of the illegitimate babies born during 1971 were to young mothers under the age of twenty; (b) that a comparatively large number of teenaged girls were admitted to the post abortal wards of our regional hospitals for treatment (abortion practice is illegal in Trinidad and Tobago except for medical reasons); and (c) that the 1971 figures on the incidence of venereal disease in the country showed that 50.5% of the 8,456 persons treated for gonorrhea at government clinics during 1971 were under age 25, and 38.3% of the 660 persons treated for syphilis during the same period were also of that age group. These indicated that a significant number of our young people are sexually active.

The figures of the 1970 population census of the Census Research Program of the University of the West Indies (by Professor G.W. Roberts) indicate that 61.5% of the women in Trinidad and Tobago are 24 years and under, and that 20.1% of the female population are in the age group 15 to 24 years.

From these, one sees the basis for concern of the young adult among the committee members. It was felt that the program designed for these youths should embrace various aspects of family life education and not be limited to education on methods of contraception and the services available at family planning clinics.

Which picture did you choose? Write the reasons for your choice in the space below:

__________________________________________________

__________________________________________________

__________________________________________________

__________________________________________________

__________________________________________________

Now read the next page to see what one answer might be.
Planners of family planning communication programs have a particularly important and challenging task. The population problem is found in different forms in every country. In the developing world, the combination of drastically reduced mortality rates and continued high fertility has resulted in a rate of population growth which virtually negates progress made in economic development, making the task of improving the quality of life for the people almost impossible. To meet this challenge, many governments have established family planning programs, and a critically important part of all of these programs is a communication component to inform, educate, and persuade individuals, couples, and groups of the need for and benefits of family planning.

It is fair to say that many family planning programs have, so far, failed to fulfill early hopes for success. Family planning communication programs have also faced many problems, often without much success in solving them. One of many reasons for the relative lack of success to date is quite probably a failure to successfully apply what is known of how to apply theories of communication. Since planning is, essentially, an exercise in applying theories of communication, part of the failure may be due to inadequate planning.

This should not be surprising. The use of communication to change the behavior of large numbers of people has a short history. The family planning programs of the last fifteen years have, in fact, been something of an ongoing experiment in which different approaches to communication have been tried, revised, and tried again.

In this module we have attempted to put together a comprehensive approach to family planning communication planning, drawing on research and practice from a number of disciplines and programs. The planning system presented in the module thus represents, in some sense, a synthesis of experience. The approach, however, represents the authors' interpretation of that research and experience. Thus this module, like the planning process itself, has its own personal point of view. We think it is a helpful perspective, but we urge the reader to consider the ideas in the module critically, applying his or her own experience and expertise throughout.

THE AUDIENCE OF THE MODULE

The module has been designed for mid-career planners and administrators working in family planning communication programs. We use this module at the East-West Communication Institute with professional communicators from Asia, the Pacific area, and the United States. These individuals have, on the average, four years of experience.
goals and ways to reach these goals. Communication planners must also be communicators! This is where the written plan becomes important. It is the plan which expresses the planners' ideas about the future—about what should be done to accomplish a family planning communication goal. The plan serves to communicate these ideas. When complete and agreed upon by key implementors, it serves as a guide to activity.

* Plans Should Be Flexible

The plan is a guide to activity, but it does not function like a road map. The directions provided in a plan must always be under study, especially as the plan is being implemented. No one, most especially planners, can always be right in their ideas. As we implement we find that our original ideas were wrong, or that the situation has changed, or even that the policies which guided our effort have been altered. Often we find better ways to accomplish our goals. We must remain flexible, and be ready to modify our plans as we gain experience in implementation. Feedback from the program must be carefully evaluated, and the plan re-evaluated in light of what the feedback tells us.

The key plan elements for communicating our ideas are the goals and objectives which we set. Developing goals and objectives, as we shall see in later sections of the module, is a critical process. Moreover, it is a process which, like the planning process, is a continuous activity. Goals and objectives are developed throughout the planning process: they are not simply stated at the beginning and never changed.

* Plans Should Deal With "What to Do" and "How to Do It."

There is often confusion between the concepts of "strategy," "plan," and "management." A good plan includes all three. Strategy reflects the problem chosen, and the way communication will be used to solve the problem. The plan includes the strategy but also lays out the management actions to be taken to implement the strategy. Both strategy planning and management planning are necessary. The first covers what to do, the second how to make it happen.

Something to Do

See if you can recall from your experience an incident which illustrates the difference between a "plan" and "planning." Perhaps it
is an example of a plan not used; or an example of action and success without much formal, written planning. Describe this incident briefly below.

Now exchange your experience with a colleague. Make notes on his comments on your experience, as well as on the experience he describes to you. Do these experiences support our ideas? If not, make a few notes about why you think so. Later, in group discussion, you will have a chance to share your feelings with a larger group.
Planning communication programs is a very complicated and difficult business. The planner has the challenging task of designing communication which is intended to change knowledge, attitudes, and behavior for large numbers of people. In family planning communication, the planner is seeking these changes in a kind of behavior about which people often have difficulty communicating. Moreover, the planner usually seeks to develop multi-media campaigns at several levels throughout the country, involving many different organizations. Thus he has to be able to understand and work with people in different organizations, at national, provincial, and local levels. In addition, the planner has relationships with people in his own organization: the Program Director, the Chief of the Research and Evaluation Division, the Budget Officer. The goals that the planner must work towards are often vague. The research data he has to work with are confusing, do not seem ever to answer the right question, and are almost always out of date. Finally, when he turns to experts in communication and social change for advice, he hears many different opinions about how communication ought to be designed. Is it any wonder that planners get frustrated?

One way to help understand a complex process (and we emphasize again that planning is a process) is to try to build a model which shows the basic actions to be taken in planning, as well as how these actions relate in a dynamic way. In this section we will introduce a model of the planning process. This model will serve as the basis for the structure of the module and can, we think, also serve as a practical guide to planning. Warning! The model cannot do your planning; it can only help you think. If it stimulates your planning thinking, it has served its purpose. It is, as we say, a model. The reality of the planning process is much more complicated.

Finally, the model below represents one way of looking at the planning process. Planning, of course, is a highly personal kind of activity, an activity which is greatly affected by the cultural and administrative context within which it must take place. Thus, while we believe this model is generally useful in analyzing the planning process, we urge you to consider the model carefully and critically, always being ready to change it to meet the situation in which you plan.
A Model of the Planning Process

In Figure 1 below we have drawn a picture of a simple planning model. The model has been drawn to show different stages in the process of planning and evaluation, beginning with choosing and analyzing audiences, and proceeding through the setting of program goals, the design of a communication strategy, the setting of management objectives, the planning of activities, and two kinds of evaluation: management information and program evaluation.
An important feature of this model is that it attempts to bring communication planning (Phases I - III) and management planning (Phases IV - V) together. The model shows, in general terms, how management information and program evaluation (Phase VI) feed back into the system; it also indicates how consultation between the planner and those who must use and be controlled by his plan is built in at each stage of the process. We shall take each stage of the process and introduce it briefly below. In subsequent units of the module, each phase will be discussed in more detail.

Phase I: Choosing and Analyzing Audiences

It is safe to say that whatever model of communication the planner chooses to use as a guide to the development of communication strategy, development of the strategy must be based on analysis of the audiences with which he intends to communicate.* Before he can analyze audiences, however, the planner must identify what his audiences are. And, unless he has unlimited resources the planner must choose from among the large number of possible audiences those which are most important in the achievement of overall family planning program goals, and which can be changed through communication.

There are a number of ways in which the planner can choose audiences, and we will discuss these in some detail in a later unit of the module. There are also a number of characteristics of audiences which must be analyzed in order to set program goals and design a communication strategy. These characteristics will also be discussed in a subsequent unit.

Phase II: Setting Communication Goals

Once audiences have been chosen and analyzed, the planner must set communication goals for each audience. These goals should identify the audience which is expected to change, the kind and level of change expected, how the change is to be measured, and the time period during which the change is expected to occur. These communication goals should relate directly to the overall goals of the family planning program. Eventually, these goals serve as the basis for planning program evaluation.

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* We assume that the reader has a good basic understanding of communication. If you feel uncertain about a term like "audiences," you might want to review D. Lawrence Kincaid, with Wilbur Schramm, *Fundamental Human Communication: A Professional Development Module*. Honolulu: East-West Communication Institute, 1975,
Phase III: Designing Strategy

Once communication goals have been set, the next task is to apply knowledge of how communication works to design a communication strategy. The planner will examine different approaches to communication for change, and, again using information developed in Phase I, design a strategy which he believes will attain program goals.

A strategy is a particular combination of resources, based on a communication model or models, and used within a particular administrative framework to achieve goals. It is a broad statement of how planned activities will achieve desired changes. In communication programs, the basic components of strategy, in addition to a particular approach to communication, are messages, channels, and sources.

Phase IV: Establishing Management Objectives

Strategies must be translated into actions which people, working in programs, can take to make the strategy "come alive." Management objectives describe, in specific terms, the work to be done, who will do the work, and the time frame during which the work is to be accomplished. Management objectives show how activities can be related to communication goals. They also serve as the basis for an important kind of evaluation effort: management information. Management objectives are a key link between strategy planning and what can be called "management planning."

Phase V: Planning Activities

Most planners have had experience with plans which, on paper, appeared to be extremely effective, yet which failed to achieve anything. Often the breakdown in the planning process comes between a decision about what should be done to solve a particular problem (strategy planning) and decisions on how the solution should be implemented. Deciding which activities should be implemented to make strategy "come alive" is the essence of management planning.

There are a great many things for a planner to do in designing program activities. We have identified three which we think are most important. These are: (1) the scheduling of activities; (2) budgeting; and (3) planning for implementation. Consultation with those who must carry out the planned work is especially crucial in this phase of planning.
Phase VI: Planning Evaluation

In this model, and in the module, we assume that the planner is not solely responsible for designing evaluation for the program. However, there are important contributions that the planner makes to the design of plan evaluation, and these will be discussed.*

We believe that there are essentially two kinds of evaluation in any program: management information evaluation and program evaluation. Each has different purposes, different users of information, and different methodologies.

As indicated by the feedback line in the model, management information is concerned primarily with the achievement of management objectives. This kind of evaluation is most useful to the administrator, helping identify problems of implementation, check progress in activities, and anticipate needs for re-planning and modification of activities. Management information is most useful when it is developed quickly, on a more or less routine basis, and used continually.

Program evaluation, again as shown by a feedback line in the model, focuses primarily on the achievement of program goals. Program evaluation information is used primarily by planners and policy makers to modify program goals and strategies. The time period over which program evaluation is developed can be longer than that for management information, and research-evaluation techniques are more likely to be used.

Consultation

We have indicated in the model that consultation is a continual process throughout the planning activity. For each phase in the planning process, there are individuals and organizations whose expertise should be utilized. Equally important, the practical planner should attempt to achieve agreement through consultation on the goals and activities of the plan. The value of a good plan in communicating clearly the problems, goals, strategies, management objectives, activities, and evaluation plans of the program cannot be underestimated in establishing effective consultation. Consultation is the key activity in making planning a human process.

*The problem of evaluation, especially research evaluation, is much too complex to be treated fully here.
A Final Note on the Model

In constructing this model, we have tried to show that planning is a continuous process. Feedback from management information leads to modification and improvement of activities. Feedback from program evaluation leads to modification and improvement of goals and strategies. This ongoing, continually evolving nature of the planning process requires that both plans and planners remain flexible.

SUMMARY AND REVIEW

In this unit we have discussed five basic aspects of the planning process. First, we have said that planning is a human process that planners engage in, with others, to try to define problems and problem causes and to decide what solutions to the problems are appropriate, how the solutions can be made to happen, and how the planner will know if they have taken place. We noted that effective planning requires consultation, especially with people who must implement planned activity. We also noted the importance of a plan as a communication tool, and indicated that plans—and planners—should be flexible. Finally, we stated that planning should include both strategy and management planning.

We also introduced a model of the planning process, identifying six phases of planning: (I) choosing and analyzing audiences; (II) setting communication goals; (III) designing strategy; (IV) establishing management objectives; (V) planning of activities, including schedules, budgets, and implementation plans; and (VI) planning of evaluation, including management information and program evaluation. In the model, we tried to show how evaluation feeds back into the planning process and the importance of consultation at all phases.

In the next unit we will take up Phase I of the planning process.
The poster was designed by Creative Advertising and printed by the government printers. The idea behind the design was to keep the man in the heart and not let him get to the head. This is because there is an old saying that the pregnant unmarried girl has caused her head to replace her heart. Thus, this is a symbol of remaining steady and level headed.

As in previous years essay, poster and slogan competition were held for primary and secondary schools. A slogan competition was also held for clients at family planning clinics. Secondary pupils wrote essays on various subjects and these were printed in both daily newspaper during family planning week. Topics of essays were--Responsible Parenthood, Food and the Family, The Generation Gap, The Dangers of Abortion Practice, Sex Education in Schools, Population Explosion and Family Planning.

The calypso jingle based on the theme 'Wait---plan for quality living' has been composed and sung by a top calypsonian called the 'Mighty Duke.' Duke is famed for having won the title of calypso king for four consecutive years. The calypso is short and has become very popular even among the school children who are heard singing it along the sidewalks on their way to school. The words are:

```
Ah tell you to
Wait--till you're over twenty-one
Wait--till you know what's going on
```

Self-Test

Before going ahead to the next unit, check your progress by answering the following questions.

1. List and explain five aspects of the planning process as explained in this unit.
Objectives for this Unit

When you have completed the readings and exercises in this unit, you should be able to:

1. List and explain five important aspects of the planning process.
2. Identify six phases of planning.

2. Below is the planning model discussed in this unit. Label each phase of the model, including the feedback lines.

CHECK YOUR ANSWERS TO QUESTION 1 ON PAGES 5 AND 6, AND YOUR ANSWER TO QUESTION 2 ON PAGE 9, OF THIS UNIT.
Too many unwanted babies are born.

Ah beg you to

Wait--plan your future properly.

Wait--avoid illegitimacy.

And don't spoil your chances for later on.

(A recording of the calypso is on tape at the EWC library.)

During 1973, from March to June, the national family planning program participated at seven agricultural exhibitions in various countries organized by the Ministry of Agriculture.

The theme on which the messages were prepared was "Why space your children?" Posters showing the benefits of spacing were prepared, e.g., (a) For better health of the mother, (b) For better health of the child, (c) To be able to give more food, (d) To ensure better savings, (e) To provide better education, (f) For the welfare of the entire family.

The Family Planning Association also prepared for mass distribution the message "Who ever said the more, the merrier?" This with the national logo was printed on a small piece of paper approximately 2" by 3" and were pinned on to people's outer garments as flags worn on significant days.

"The more, the merrier" is an old proverb commonly used by people of this country. The idea of posing the question is to stimulate thinking and the presence of the national logo with the two child family after the question is expected to convey the message that two is enough and to contradict the old adage.

Notes and Reactions

Use the space below to make notes on your reactions to the ideas in this unit. Using this space will enable you to add your ideas to those in the module, disagree with ideas put forward, and to prepare yourself for group discussion.
Objectives For This Unit

When you have completed the readings and exercises in this unit you should be able to:

1. Describe two major purposes of audience analysis in communication planning.

2. List four steps in audience analysis.

3. Identify five general types of audiences at different stages of family planning program development.

4. List three ways to select priority audiences.

5. List at least five criteria of difference for identifying subgroups within priority audiences most likely to interpret messages in a similar way.

6. List four kinds of audience information needed for communication strategy development.

Application Objective

When given research information, you should be able to use the four steps in audience analysis given in the unit to identify and organize information in order to (1) select priority audiences and (2) begin the process of strategy development.
INTRODUCTION

The family planning communication planner faces two basic problems in the early stages of plan development. Both of these problems are based on the audiences with which he intends to communicate. The first problem is choosing audiences from among the vast number of potential groups within the society. The second problem is analyzing those audiences chosen in order to develop baseline information upon which to build a communication strategy, including choice of a communication approach, creation of effective, change-oriented messages, and selection of communication sources.

To solve these problems, the planner must assemble a variety of information from a variety of sources. Research information is a primary and preferred source, but it is almost always true that research information will not be available to answer all questions, and that the planner will never have enough resources and time to develop additional research data. Thus most planners will find themselves substituting experience and expert opinion for research information that is not available.

As you will see below, the number of questions that the planner can ask about audiences is quite large. Thus the planner will also face the problem of determining when to stop analyzing and start doing. This, too, is a difficult question, although we will provide a few ideas for your consideration.

In the following pages we suggest a series of steps for the planner to go through in choosing and analyzing audiences. These "steps" represent one way of thinking about audience analysis. As you read, please keep in mind that the results of these analyses are used for two purposes: (1) choosing audiences, and (2) analyzing the chosen audiences as the basis for communication strategy development.

STEPS IN ANALYSIS

Step One: Identifying the Stage of the Family Planning Program

A useful first step in using the information assembled is to identify the general stage of development of the family planning effort. Research and experience have shown that family planning programs go through stages of development, and that each stage is accompanied by a particular set of communication problems and audiences. These stages, and the problems that
come with them, have very important implications for the choice of audiences, and consequently for the setting of program goals and the design of communication strategies.

Drawing on research and experience in family planning programs, worldwide, Wilbur Schramm has identified a series of such stages and different audiences associated with them. At early stages of program development, communication needs are centered in staff audiences—administrators, trainers, doctors, media specialists—which must develop and implement the program. As a program structure is developed, communication begins to focus on leaders who can make and affect policy, and, as services begin to be offered, medical personnel in clinics. As the program expands, emphasis again changes, this time to fieldworkers who must be trained to carry the family planning message to the people. Fieldworkers need supporting communication materials—flip charts, pamphlets, leaflets. As the program continues to develop, policy support makes use of the mass media possible to reach the large group of "ready acceptors" who simply need information about what family planning is and where services can be obtained. As the group of "ready" acceptors becomes enrolled, programs enter a plateau period when the focus of communication shifts to those special groups of people in the society who, for example, know about an and approve of family planning, but still do not practice. Communication strategies must deal with problems of persuading these special groups. Another important problem at this stage is maintaining continuation rates of current acceptors through communication which reinforces and supports continued use of family planning methods.

In general, communication problems tend to shift from informing and educating staff, to informing leaders, to informing and educating fieldworkers and supporting their interpersonal communication efforts, to use of mass media to channel information to the ready acceptor group, and finally to problems of persuading resistant groups of the benefits of family planning and of maintaining continual contraceptive use among current acceptors. A major function of audience analysis in planning is determining where a particular family planning program falls along this rough continuum, and identify the general category of audiences which has first priority.

Reading

While each family planning program faces, at any particular time, a unique set of problems determined by its cultural and demographic situation, by the history of effort in family planning, and by the degree to which the goals of the organization are specifically those of lowering birth rates, these problems are not stable. Problems change from time to time, sometimes because of the effects of family planning programs, other times for reasons beyond the planner's control. Problems of "informing" the public about family planning change to problems of "persuading" couples not easily motivated to adopt contraception. Past events, such as "baby booms," determine what future problems may be. Sudden changes in the social and economic situation of the country drastically alter attitudes toward family planning, such as was the case in post-war Japan. Thus the planner's job becomes more complex. He must not only look deeply at the present and its problems, but he must also look to the future and to the problems he may face five years from now. By taking this "long view" he can sometimes act in time to take advantage of communication opportunities.

An Example

A good if unhappy example of the need to look ahead in planning programs can be found in the cases of Korea and Taiwan. In both countries a baby boom in the early 1950's meant that the number of women in the childbearing age would begin to increase about 1970, even though the total rate of population growth had been declining for several years. A planner working in 1963, and looking to the future, would have identified this large group as having great future impact on population growth, and would have sought ways to begin to communicate with these people regarding family planning. He would probably have taken into account that, in both countries, enrollment in lower secondary education was quite high, and would have begun programs of population education in the schools.

We cannot say that planners did not see this problem. They did not, however, develop these programs (for many reasons beyond their control). Thus an opportunity was missed, and as a consequence, planners in these countries must now find other ways to reach this audience, now that it is moving out of the school age.

At any stage in a given program, the goals of the family planning program and the priority audiences for communication will, hopefully, be related to that stage of development. If, for example, the program is at an early stage when leadership is the primary audience, this fact should be reflected in the goals of the family planning program.
An example of a family planning communication program plan which reflects a linkage between the stage of the program and program goals can be found in "Kenya: Developing a Family Planning Communications Plan for 1970-71."* At the time the plan was prepared, the government had only recently entered the family planning sector with a program of clinical services. Mass media had not been much utilized for family planning communication, which had been carried out primarily through the interpersonal communication of the private association. The audience priorities for the communication program in this plan were as follows.

<table>
<thead>
<tr>
<th>Audience Priority List for the Tentative Kenya Family Planning Communication Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>FIRST PRIORITY</strong></td>
</tr>
<tr>
<td>1. Political Leaders and Other Elites</td>
</tr>
<tr>
<td>The President</td>
</tr>
<tr>
<td>Cabinet Members</td>
</tr>
<tr>
<td>Members of Parliament</td>
</tr>
<tr>
<td>Senior Civil Servants</td>
</tr>
<tr>
<td>Business and Industrial Leaders</td>
</tr>
<tr>
<td>University Professors</td>
</tr>
<tr>
<td>2. Provincial Elites</td>
</tr>
<tr>
<td>Provincial Commissioners</td>
</tr>
<tr>
<td>Provincial Planning Officers</td>
</tr>
<tr>
<td>District Commissioners</td>
</tr>
<tr>
<td>3. Health Community</td>
</tr>
<tr>
<td>Physicians</td>
</tr>
<tr>
<td>Nurses</td>
</tr>
<tr>
<td>Family Planning Staff</td>
</tr>
<tr>
<td>Other Paramedical Personnel</td>
</tr>
</tbody>
</table>

Communication planners must also be communicators! This is where the written plan becomes important. It is the plan which expresses the planners’ ideas about the future—about what should be done to accomplish a family planning communication goal. The plan serves to communicate these ideas. When complete and agreed upon by key implementors, it serves as a guide to activity.

• Plans Should Be Flexible

The plan is a guide to activity, but it does not function like a road map. The directions provided in a plan must always be under study, especially as the plan is being implemented. No one, most especially planners, can always be right in their ideas. As we implement we find that our original ideas were wrong, or that the situation has changed, or even that the policies which guided our effort have been altered. Often we find better ways to accomplish our goals. We must remain flexible, and be ready to modify our plans as we gain experience in implementation. Feedback from the program must be carefully evaluated, and the plan re-evaluated in light of what the feedback tells us.

The key plan elements for communicating our ideas are the goals and objectives which we set. Developing goals and objectives, as we shall see in later sections of the module, is a critical process. Moreover, it is a process which, like the planning process, is a continuous activity. Goals and objectives are developed throughout the planning process: they are not simply stated at the beginning and never changed.

• Plans Should Deal With “What to Do” and “How to Do It.”

There is often confusion between the concepts of “strategy,” “plan,” and “management.” A good plan includes all three. Strategy reflects the problem chosen, and the way communication will be used to solve the problem. The plan includes the strategy but also lays out the management actions to be taken to implement the strategy. Both strategy planning and management planning are necessary. The first covers what to do, the second how to make it happen.

Something to Do

See if you can recall from your experience an incident which illustrates the difference between a “plan” and “planning.” Perhaps it

4. Communications Executives
   Newspaper Editors
   Radio and TV Executives

SECOND PRIORITY

5. Clients of Health Services
   Women Attending Health Clinics
   Men Attending Health Clinics
   Women Attending Family Planning Clinics
   Husbands of Women Attending Family Planning Clinics
   Postpartum Women
   Family Planning Dropouts

THIRD PRIORITY

6. General Public
   Rural Women
   Rural Men
   Urban Women
   Urban Men

7. Local Tribal and Town Leaders
   Local Authority Councillors
   Chiefs and Sub-Chiefs

8. Non-Medical Field Personnel
   Adult Education Officers
   Community Development Workers
   Social Welfare Officers
   Agricultural Extension Workers
   Nutritionists
9. Religious Leaders

Christian
Muslim
Local Sects

10. Special Groups

Teachers and Other Educational Personnel
Pupils and Students
National Youth Service
Military
Labor Unions
Women's Groups
Voluntary Agencies
Estate Managers
International Agencies


As you can see from this priority list, leadership was clearly the highest priority for the Kenya program at that early stage of development. This audience priority, moreover, was related to the broad goals of the family planning program at the time, goals which implied the need to develop a strong base for a future expanded effort to reach the general public.

Step Two: Identify Audiences Whose Behavior Most Affects Problems

In programs that have passed through the early stages when staff and leadership are the primary audiences, attention will turn to the general public. This mass audience is made up of the millions of people whose family planning behavior (or lack of family planning behavior) is the eventual problem that family planning programs are concerned with, particularly when the goals of the program are directed toward reduced fertility.

The first and most basic principle to use in analyzing the mass audience, and breaking it down into subgroups, can be stated simply as: choose audiences whose behavior most affects the problem or goals. This is a simple principle, although it is not always easy to apply.
Demographic Analysis

For purposes of discussion, we are going to concentrate on programs where the family planning goal, broadly stated, is to reduce fertility (although the basic principle can be applied in programs with other kinds of goals). For these programs, the first step in analyzing the mass audience is to determine which audiences contribute most to fertility. This requires that the planner use demographic data to determine which groups or people contribute the most births in a given time.*

Demographers usually report their data in two ways: first, by age groups; and second, by geographical location. A first step for the planner is to examine this data to find out which age groups in which places have highest fertility, or are expected to show high fertility in the near future (you will recall our "baby boom" example from Korea and Taiwan). In analyzing this data, the planner might want to use a framework something like the one below:

Example: Framework for Setting Demographic Priorities

<table>
<thead>
<tr>
<th>Age-Group</th>
<th>Province A</th>
<th>Province B</th>
<th>The Capital City</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>% total</td>
<td>% total</td>
<td>% total</td>
</tr>
<tr>
<td></td>
<td>age group</td>
<td>CBR*</td>
<td>age group</td>
</tr>
<tr>
<td>15-19</td>
<td>.70</td>
<td>22</td>
<td>.10</td>
</tr>
<tr>
<td>20-24</td>
<td>.65</td>
<td>32</td>
<td>.15</td>
</tr>
<tr>
<td>25-29</td>
<td>.67</td>
<td>36</td>
<td>.13</td>
</tr>
<tr>
<td>30-34</td>
<td>.70</td>
<td>36</td>
<td>.13</td>
</tr>
<tr>
<td>35-39</td>
<td>.65</td>
<td>30</td>
<td>.15</td>
</tr>
<tr>
<td>40-44</td>
<td>.68</td>
<td>20</td>
<td>.12</td>
</tr>
<tr>
<td>45-49</td>
<td>.67</td>
<td>10</td>
<td>.13</td>
</tr>
</tbody>
</table>

*CBR: Crude Birth Rate

We have put some sample information in the framework. Let's see what the data tell us about possible audience priorities.

First, it looks as though Province A, in general, should have high priority. Not only does the greatest proportion of each age group live in this province,

*In our analysis we will use rather simple demographic concepts, recognizing that demography offers much more complex ways to study populations.

For example, we have used crude birth rate as the main demographic measure. Often, stronger measures are available. The Planner will want to obtain advice and consultation from demographers in this exercise.
but birth rates there appear higher for most age groups. Perhaps the family planning program has been more successful in Province B. We also notice that the birth rate begins to go up later in the Capital City, perhaps because of a later age of marriage. Also, the Capital City seems to be of second priority both because of the proportion of the age groups living there and because of relatively higher birth rates (compared to Province B).

Within Province A, birth rates appear to increase steadily, beginning at age group 15-19. This implies that all age groups should be of high priority. In the Capital City, we notice a large jump in birth rates between age groups 20-24 and age groups 24-29. This, no doubt, reflects the later age of marriage, but it also indicates that the 20-24 age group might be of highest priority now so that, as women now aged 20-24 move into the next age group (24-29), their fertility might be brought down.

This example and the data given are, of course, much more simple than any real planning situation. A table such as this is useful when good demographic data are available and when program goals are based on reduction in fertility, and we believe that this kind of analysis can be quite helpful.

Other Alternatives

Planners also often choose audiences on the basis of reasons other than fertility and size of audience. One alternative is to give highest priority to audiences, especially female audiences, which are likely to accept family planning. For example, high-priority audiences are often women with four or more children, and who are likely to want to stop having children. A third alternative method of demographic priority setting is to choose audiences on the basis of whether or not channels to reach these audiences are available, regardless of fertility behavior.

In most practical situations, audiences will be chosen based on some combination of demographic data, information about the likelihood of acceptance of family planning among an audience, and practical channel considerations. The more that audiences are chosen on demographic basis, however, the better the chance of lowering fertility.

Step Three: Apply the Principle of Similarity

Demographic audience analysis will give the planner some ideas about audiences defined by age groups. However, we all recognize that "all women, age 25-29," are not alike. There will be important differences within this age group which have an effect on the degree to which communication programs can be effective in creating change.
In seeking to divide age groups in more useful audience categories, the planner will try to apply the principle of similarity: that is, the planner will identify a number of local characteristics of audiences, then try to identify subgroups which are similar in terms of these criteria. The similarity criteria are important because we know, from communication research, that individuals will attach the same meaning to a message to the extent that they have similar life experiences.* Here are some examples of such criteria.

### Possible Criteria of Difference for Listing Potential Audiences

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Sex</td>
<td>8. Social status</td>
</tr>
<tr>
<td>2. Income</td>
<td>9. Marital status</td>
</tr>
<tr>
<td>3. Level of education</td>
<td>10. Current contraceptive practice</td>
</tr>
<tr>
<td>5. Literacy rate</td>
<td>12.</td>
</tr>
<tr>
<td>7. Languages</td>
<td>14.</td>
</tr>
</tbody>
</table>

There are many other criteria than the ones we have listed. Use the space provided in the example above to list other criteria which would be helpful in your planning situation.

**Step Four: Strategy Analysis**

**A. Fertility causes**

Once the planner has identified a priority list of audiences and subgroups in demographic and social terms, the analysis has just begun. Priority audiences must then be analyzed in terms of the causes of their fertility behavior. Before creating a communication strategy, the planner has to find out as much as he can about the priority audience in terms of knowledge, attitudes, and practices regarding family planning. A key part of this analysis is developing understanding of positive and negative motivation within the audience towards family planning practice.

This problem has been the source of much thinking and some research in family planning communication. The most familiar result of this thinking and research has been the Knowledge, Attitude and Practice (KAP) survey. Most countries with family planning programs have undertaken a number of these studies, which are used primarily to evaluate programs by measuring changes in KAP among audiences, but which also provide planning information. Knowledge about the level of knowledge of family planning, current attitudes toward family planning, and the extent and type of family planning practice within the audience is basic to development of strategy.

There are, however, a larger number of questions which the planner should try to answer about audiences. Reproduced below are two overlapping but somewhat different lists of factors which may help explain fertility behavior. Both of these lists are tentative, and have not been directly proven by research. The authors of both lists recognize explicitly that these factors are not as simple as they appear, and that much behavior is probably explained by complex combinations of these factors. However, they do provide a starting point for thinking about analysis of audience motivation regarding family planning.

<table>
<thead>
<tr>
<th>Motives for and Against Birth Control</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>HEALTH</strong></td>
</tr>
<tr>
<td>Children often die. It is necessary to have large families in order to make sure you get living children who grow to adulthood.</td>
</tr>
<tr>
<td><strong>ECONOMIC</strong></td>
</tr>
<tr>
<td>Children are an economic advantage. They are needed or are useful in helping the family earn a living. They pay for themselves by working as they grow.</td>
</tr>
<tr>
<td>Social security in old age. If you have many children, one will be able to take care of you in old age.</td>
</tr>
<tr>
<td><strong>FAMILY WELFARE</strong></td>
</tr>
<tr>
<td>Can help with work around house. Older children help the younger.</td>
</tr>
<tr>
<td>Big families are happy families. Family life is more enjoyable; they have a good time together.</td>
</tr>
<tr>
<td>Children from big families have better personalities. They are better adjusted, better able to get along with other people, not so spoiled or egotistical.</td>
</tr>
<tr>
<td>Continue the family name. It is necessary to have many children to be sure to have a son to carry on the family name.</td>
</tr>
<tr>
<td>Strength of the clan. The family is stronger; sons can help you fight your battles; family rights can be upheld.</td>
</tr>
</tbody>
</table>

MARRIAGE ADJUSTMENT

Large families promote good marriage adjustment. Couples get along with each other better, marriage is happier.

PERSONALITY NEEDS

Ego support: A demonstration of virility, manliness.

COMMUNITY AND NATIONAL WELFARE

Large families are good for the community or nation. They promote population growth, make strong.

MORAL AND CULTURAL

Large families are God's will. It is against religious beliefs to limit fertility.

Large families promote morality. Help prevent divorce or infidelity. Tradition. The community, village, family, and clan expects large families. You have high status in the community. If you have a big family, you are more important, are looked up to.

DISLIKE FOR CONTRACEPTION

Dislikes use of contraception for aesthetic or health reasons or because it interferes with sex.

Table 2--Low Fertility Motives

HEALTH

Preserve health of mother.
Assure healthy children.
Lessen worry and overwork on part of the father and mother due to less work than having support of a large family.

ECONOMIC CONDITION

Everyday, general expenses are less.
Avoid worsening present (poor) economic condition.
Gain a higher standard of living, more comfort, afford better house.
Permit saving for future, for retirement.
Desire to avoid subdividing property or savings among many children.
Family able to have money for recreation, vacation.

FAMILY WELFARE

Improve children's lot in life, give them good education, help get started in a career.
Happier family life, more companionship, less tension.
Opportunity to do a better job of rearing children; able to devote more atime to each, better able to socialize with child.
Avoid overcrowding of house; more opportunity for individual expression.
Easier to find a more desirable house or apartment.
This project studied the value of providing incentives to family planning field workers in the Taiwan area. The experimental study of incentive versus non-incentive approach to field workers was Part Two of a larger "Maximum Acceptance Study." Part One, conducted in early 1971, consisted of mailing family planning information with a free offer of contraceptives to 1,549 wives, ages 23-43, who had participated in a 1970 island-wide KAP survey. The wives in the sample were not sterilized, not wearing an ND and not taking the pill, but were currently using conventional methods of contraception. Only 13 cases, or less than 1% (6 for loop, 7 for pill or condom), responded to the free offer for contraceptives.

Part Two of the study was held during the summer of 1971. 1,340 of the original participants were given home follow-up visits by regular, full-time, family planning field workers, except Taipei city which had 8 part-time workers. One half of a random sample of counties had field workers who were paid an incentive for every acceptor plus their salaries. Workers in the other half of the counties received only their regular salaries. Of the 1,340 wives interviewed, 457 wives were visited by 39 workers in the 10 townships where incentives were paid. 883 wives, visited by 52 workers, lived in 34 townships where incentives were not paid. In addition to recruiting acceptors, workers were asked to interview women in respect to the mailings sent to them originally, their fertility since the third NAP survey, their desire to have more children, their current contraceptive practices, and their willingness to accept contraceptive methods. Loop insertions, 3 cycles of pills, or a dozen condoms were offered free in all areas.

Results showed the combined total for loop, pill and condom acceptance in incentive areas was 14% while the total acceptance in non-incentive areas was 7%. The loop acceptance rate in incentive areas was twice that of non-incentive areas. If one eliminated from the target group those women already sterilized or using semi-permanent methods such as the pill or IUD, the target group is reduced to 890 and the more impressive figures of 20.7% acceptances in incentive areas versus 10.7% in non-incentive areas are shown. Of the 126 acceptors, 60 had never tried a method before, 38 had used a method previously but were not practicing when the field worker visited, and 28 were using a method but decided to change to another, usually a more effective one. In Taipei city the net result was no acceptors among the 133 home visits by the 8 part-time workers. To some extent this could be from lack of skill of the workers but also that cases were not...
3. **Opposed to family planning on moral/religious/political ground ("Moral opposition")**
   In many cases individuals refuse to use any form of mechanical contraception because it is contrary to their religious or moral code. The degree to which sex as procreation is separated from sex as pleasure also may influence attitudes towards contraception. Finally, this opposition may also stem from political motivation, such as a desire for national power through numbers.

4. **Indifferent to planning to have not more than N children ("Indifference")**
   This category contains those people who do not care about the population problem because they feel that what they do will make little difference, or because they believe that they can afford large families, etc.

5. **Negative factors associated with contraception ("Contraceptive liabilities")**
   Many people dislike the necessary planning and preparation required to use a condom, diaphragm, or douche, or have difficulty remembering to take the pill every day for a certain cycle each month. Also, contraception may lead to interference with sexual pleasure, and so influence decisions on family planning use. Rumors of health hazards may deter people.

6. **Adoption opposed or unavailable ("Adoption potential")**
   Whether adoption is a feasible alternative to childbirth, either in terms of social norms or cost/administrative factors, may affect decisions on family-size and family use.

7. **Too expensive to use family planning ("Cost")**
   The cost to individuals of an examination or IUD insertion, or the cost of pills, may be too great. This may be due to excessive charges by the family planning organization or poverty of the client.

8. **No or inadequate family planning services or supplies in area ("Service Availability")**
   Individuals in an area may not have access to a family planning clinic or supplies. In addition, people in the area may not be able to obtain transportation to localities where the services or supplies are available.

9. **Insufficient rewards for or existence of disincentives for preventing births ("Incentives")**
   People often need justification for limiting their families, in terms of a tax break, consensual support from surrounding persons, better standard of living for their families, etc.

10. **Don't know that planning can prevent a birth ("Knowledge")**
    Some people are unaware of family planning. They may use traditional means of trying to avoid pregnancy, but they are unaware that there are other ways of preventing a birth which may be superior. It is also possible that they have received some communication about family planning, but that they did not understand the full implication of the message.
The study suggests that immediate monetary incentives to a full-time family planning field worker may produce better results in contraception acceptance in a short period. The incentive might accomplish similar results on a larger scale if applied in the national family planning program effort, since the sample used was selected from a random stratified sample used to represent the islandwide universe of wives, ages 22-42. No investigation of the quality of the effectiveness of the workers was made.

Analyzing the causes of fertility behavior without complete research information is not an easy task. In some cases some research on the problem will exist and the planner will try to get this research to help with analysis. In other cases, the planner will have research done, or do it himself. Often the planner will find that he has to make plans without enough formal research information on which to base his decisions. The planner may not be able to afford the cost of this research, or may not have the time to wait for the results. In these cases more informal ways of obtaining information on fertility causes must be used.

One approach is to combine research information with ideas about the causes through discussion with people knowledgeable about the problem. These ideas will be tentative, and can be thought of as hypotheses, as ideas which have to be proven. These hypotheses can then be tested informally in several ways, such as through a survey of fieldworker opinion of the causes. Of course, the more effort you can put into careful study of causes, the better.

Here is another example of a family planning problem and some hypotheses about causes. The example has been given to us by a planner in Taiwan.

**Example: Family Planning Goals, Problems and Problem Causes**

**Family Planning Goal:** Reduce birth rate.

**Problem:** Young married couples have been identified through demographic study as contributing heavily to the birth rate. Study of the problem has shown that a major cause of this is the fact that most of these couples want to have a child during the first year of marriage. If they can be persuaded to wait for several years, the birth rate among the group will drop. But why do these couples want to have a child immediately? The planner lists these hypotheses:
Once communication goals have been set, the next task is to apply knowledge of how communication works to design a communication strategy. The planner will examine different approaches to communication for change, and, again using information developed in Phase I, design a strategy which he believes will attain program goals.

A strategy is a particular combination of resources, based on a communication model or models, and used within a particular administrative framework to achieve goals. It is a broad statement of how planned activities will achieve desired changes. In communication programs, the basic components of strategy, in addition to a particular approach to communication, are messages, channels, and sources.

Strategies must be translated into actions which people, working in programs, can take to make the strategy "come alive." Management objectives describe, in specific terms, the work to be done, who will do the work, and the time frame during which the work is to be accomplished. Management objectives show how activities can be related to communication goals. They also serve as the basis for an important kind of evaluation effort: management information. Management objectives are a key link between strategy planning and what can be called "management planning."

Most planners have had experience with plans which, on paper, appeared to be extremely effective, yet which failed to achieve anything. Often the breakdown in the planning process comes between a decision about what should be done to solve a particular problem (strategy planning) and decisions on how the solution should be implemented. Deciding which activities should be implemented to make strategy "come alive" is the essence of management planning.

All of us could think of causes in addition to these. Also, the causes will be different in different cultures and societies. What is important is that the planner go through the process of identifying causes of this kind for his own problem and situation. He will then try to identify those which are the main causes of the problem. This will require some kind of research, through a survey, through obtaining the opinion of experts or through experiments. The choice of method will be made with the benefits of each kind of research and the costs in mind. In evaluating the benefits the planner will have to consider how sure he want to be before reaching a decision on causes. Generally, the more certain you want to be, the more the research will cost in terms of money and time.

The planner must also remember that the problem, and the causes of the problem, will change from time to time. Constant re-examination of both problems and causes is an important part of audience analysis.
Once the cause of a problem has been identified, the planner is in a position to continue analyzing audiences whose behavior affects the problem. As you can see in the example below, cause analysis for a priority audience often leads the planner to identify additional or secondary audiences for a particular problem. Usually, the primary audience is made up of those people whose family planning behavior the program seeks to change. Secondary audiences are made up of people who influence the behavior of the primary audience. This idea makes some common sense, but is also supported by showing that decisions about family planning (and other important matters as well) are affected by the opinions and advice of others.

### Partial Example of Audience Identification

<table>
<thead>
<tr>
<th>PRIORITY AUDIENCE</th>
<th>CAUSES</th>
<th>COMMUNICATION AUDIENCES</th>
</tr>
</thead>
</table>
| Young married couples have been identified through demographic study as contributing heavily to the birth rate. Study of this problem has shown that most of these couples want to have a child during the first year of marriage. If they can be persuaded to wait for several years, the birth rate among the group will drop. | 1. Husbands and wives may be ashamed to discuss family planning openly, and therefore not make use of services. | 1. Primary Audiences
- newly wed couples, urban and rural
- young people planning marriage, urban and rural

Secondary Audiences
- religious leaders associated with the marriage ceremony |
| 2. Couples may simply enjoy children, and want to have some as soon as possible. | | 2. Primary Audiences
- newly-wed couples
- young people planning marriage

Secondary Audience
- parents of newly-weds and young people planning marriage |
| 3. Either the man or the woman believes contraceptive use makes a person infertile and unable to have children ever. | | 3. Primary Audiences
- newly-wed couples
- young people planning marriage

Secondary Audiences
- religious leaders associated with the marriage ceremony
- medical and paramedical personnel providing pre-marital counseling |
| 4. etc. | | 4. etc. |
Phase VI: Planning Evaluation

In this model, and in the module, we assume that the planner is not solely responsible for designing evaluation for the program. However, there are important contributions that the planner makes to the design of plan evaluation, and these will be discussed.

We believe that there are essentially two kinds of evaluation in any program: management information evaluation and program evaluation. Each has different purposes, different users of information, and different methodologies.

As indicated by the feedback line in the model, management information is concerned primarily with the achievement of management objectives. This kind of evaluation is most useful to the administrator, helping identify problems of implementation, check progress in activities, and anticipate needs for re-planning and modification of activities. Management information is most useful when it is developed quickly, on a more or less routine basis, and used continually.

Program evaluation, again as shown by a feedback line in the model, focuses primarily on the achievement of program goals. Program evaluation information is used primarily by planners and policy makers to modify program goals and strategies. The time period over which program evaluation is developed can be longer than that for management information, and research-evaluation techniques are more likely to be used.

Consultation

We have indicated in the model that consultation is a continual process throughout the planning activity. For each phase in the planning process, there are individuals and organizations whose expertise should be utilized. Equally important, the practical planner should attempt to achieve agreement through consultation on the goals and activities of the plan. The value of a good plan in communicating clearly the problems, goals, strategies, management objectives, activities, and evaluation plans of the program cannot be underestimated in establishing effective consultation. Consultation is the key activity in making planning a human process.

The problem of evaluation, especially research evaluation, is much too complex to be treated fully here.

B. Strategy Data

Communication Approaches to Change

Information about audiences, especially causes of fertility behavior, is also critically important to the development of a communication strategy. If an audience is not aware that family planning is a possibility, but already wants to limit family size, a simple information transmission approach* may be appropriate. If, however, the audience is aware that family planning is possible, but does not know how family planning works, the planner's task is to raise knowledge levels, and an instructional approach to communication may be more appropriate. Similarly, communication with audiences of programs in later stages which have been found to be resistant to family planning in spite of high levels of awareness and knowledge may be more effective if a persuasion approach is utilized. Or, if audience analysis shows a lack of communication about family planning among members of an audience, a dialogue approach may be needed.

The kinds of information most useful in selecting a communication approach may be summarized as: (1) level of awareness (defined as "can describe the concept 'family planning' accurately"); (2) level of knowledge of contraceptive methods (defined as "can accurately explain how to use certain methods");

*If you are unfamiliar with alternative communication approaches for change, review D. Lawrence Kincaid with Wilbur Schramm, Fundamental Human Communication: A Professional Development Module, Unit II.
(3) desired family size and actual family size (to determine if there is a discrepancy between these two figures); (4) attitudes and values with respect to family planning (including specific types of contraceptives) and causes of these attitudes and values; (5) current kind and level of contraceptive practice in the group; and (6) attitudes and values with regard to children.*

**Message Development**

The content of communication messages, like the choice of approaches, will be based on information about audiences. Of primary importance in message creation is information about the causes of current fertility KAP. Messages which speak to real causes, as perceived by people in the audience, have the greatest chance of being effective. And, of course, message content is also influenced by the choice of approach--information, instruction, persuasion, or dialogue.

The content and form of the messages is also determined by the current attitudes and practices within the audience regarding communication itself. Put more simply, if people in a particular audience do not openly discuss family planning in direct ways, messages which do discuss family planning openly and directly are not likely to have effect. People will simply turn away from such messages.

C. **Communication Access and Behavior**

Knowing as much as we can about the fertility of audiences, the social characteristics that help subdivide audiences into groups of similar people, and the causes of fertility behavior within the audience is critical to strategy. Eventually, however, we are going to want to communicate with people in the audiences. This requires that the planner know something about the way people within the audiences obtain information and how they communicate among themselves.

Because the planner will be trying to design strategies which introduce new information into the audience, it is critical to have some basic information about the access of the audience to various communication channels. Much of this is obvious to communication planners. In fact, there is a tendency to base communication strategies primarily on the availability of various media. In many cases, this is a practical approach, although from our discussion so far, it is probably clear that we believe strategies should be based as much as possible on audience analysis.

*We will discuss the problem of choice of communication approach in more detail in Unit III.*
In his analysis of audiences, the planner will want to develop data on the following kinds of factors.

<table>
<thead>
<tr>
<th>Communication Channel Data for Planning</th>
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<tbody>
<tr>
<td>1. Percentage of the audience reading newspapers weekly; which newspapers.</td>
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<tr>
<td>2. Percentage of the audience reading magazines; which magazines.</td>
</tr>
<tr>
<td>3. Percentage of the audience owning radios, radio listening habits.</td>
</tr>
<tr>
<td>4. Percentage of audience with televisions; television viewing habits: what shows; which hours of the day; whether views alone or in groups; kind of show preferred.</td>
</tr>
<tr>
<td>5. Participation in educational programs--literacy, community development, adult education; what kind of people participate? During which times of the year? What are the purposes and curricula of the programs?</td>
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<td>7.</td>
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<td>9.</td>
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</tbody>
</table>

Again, this list is partially complete. In the space provided, add other kinds of information about communication channels that are helpful to you in your planning situation.

In addition to access to communication channels, the planner needs to know something about how communication flows within the audience. What kinds of communication networks exist among people in communities? Are there influential opinion leaders? If so, who are they, and what is their family planning KAP? What subjects are considered "taboo" communication within the audience--subjects which people are reluctant to talk about? Conversely, what are the subjects people are interested in--and communicate about? Are there natural leadership or discussion groups within the audience where problems of daily life are discussed?
SUMMARY AND REVIEW

In the preceding pages we have listed and discussed a number of principles of audience selection and analysis. Let's summarize these briefly as steps for the planner:

**Step One:** Identify the stage of development of the family planning program, and audiences associated with that stage.

**Step Two:** Identify audiences whose behavior most affects family planning problems. For mass or general public audiences, this means using demographic data to set priorities among audiences in terms of contributions to fertility.

**Step Three:** Analyze priority audiences to identify subgroups which are similar according to a number of characteristics; use demographic information to set priorities among subgroups.

**Step Four:** Analyze priority audiences as the basis for strategy development in terms of (a) causes of fertility behavior; and (b) strategy information for choice of communication approach, message development, and communication access and behavior.

Completion of these four steps gives the planner a set of audiences identified in terms of priority and analyzed as the basis for developing communication goals and strategy.

On the next page we have provided an example showing what the results of audience analysis for setting priorities and for developing communication goals and strategies. This analysis has been drawn from a communication study completed recently for an Asian family planning program.
Example and Exercise

Given below is a partial result of an audience analysis done in a recent communication study in an Asian country. We have changed names which identify the country, but have left the analysis untouched. As an exercise in applying the four steps of audience analysis discussed in this unit, study the example, then answer the questions listed below it.

Priority Group

Unemployed rural women, with the following characteristics:

- age between 25–39 (66.5% of all eligible women)
- with 3 to 6 children (53% of all eligible women)
- live in a community of 20,000–49,000 population
- with an annual family income of 1000–2999

Location

The level of knowledge of family planning in region A is only 26% (based on the 1968 KAP baseline data), which is the lowest among all of the regions. The level of knowledge of family planning in region B is 36%. Since the number of eligible women in those two regions is pretty high (A-13.5% and B-12.7%) it's then suggested that a campaign be focused on these two regions.

Reasons

Among the eligible women in the country, the majority group consists of those who are in the age group of 25–39 (66.5%); unemployed (59.7%); live in a rural community of 20,000–49,000 population (40.1%); already have 3–4 children (30.5%) or 5–6 children (22.5%).

Message

a. Since the target audiences are those who have already 3 children or more, the content of the message should be focused on the issue of limiting rather than spacing children.

b. The 1968 KAP baseline data survey distinguished awareness from knowledge. Awareness was meant to be the awareness or exposure about family planning as a general concept whereas knowledge was meant to be the knowledge of family
planning methods and its utilization. The level of awareness for the two regions, A(89%) and B(86%), is considerably high. The level of knowledge, however, in both regions is low, A(36%) and B(26%). Therefore, the content of the message should also be instructional rather than informational. For instance, the message should tell "how to use -- --," rather than "why family planning -- --."

QUESTIONS

1. The example does not identify the stage of development of the family planning program (this is done elsewhere in the report). From the information given, what stage do you think the program is in?
   Staff audiences, leadership, general public information, or persuading special groups? Why?

2. How has the planner applied the principle of identifying audiences whose behavior affects the problem? What demographic data has been used? Can you identify other demographic information which would be helpful in understanding why this audience is highest priority?
3. How has the planner applied the principle of similarity? What are the characteristics which the planner has used to apply the principle?

4. What information has the planner developed in his analysis to use as the basis for communication strategy? What additional information might be helpful?

After you have answered the questions, check your answers against possible responses on the next page.
POSSIBLE ANSWERS TO EXERCISE

1. The audience identified is a general public audience. The information given about the messages to be used, as well as the information on level of knowledge of the audience, indicates that the audience is beyond the "awareness" stage and in the stage where knowledge is needed. Based on this information, we can conclude that the audience is probably somewhere toward the end of the information stage and beginning the persuasion stage.

2. The planner has identified the location of the audience based on the fact that over 25% of the total audience is located in regions A and B. The only fertility information given is that the audience is made up of women with three to six children, and that these women make up 53% of the total age group 25-39. It would be helpful to have more detailed fertility information in order to determine if this group of women (with three to six children) contributes more to fertility than any other group.

3. The planner has used the following characteristics to describe the audience in terms of similarity: unemployed, live in rural community of 20,000-49,000 population; number of children; level of awareness; level of knowledge; income.

4. The planner has used information on the level of awareness and knowledge to identify a general communication approach: an instructional rather than informational approach should be used. Also, the planner indicates that because of the fact that women in the audience have more than three children, the messages should concentrate on limiting family size rather than spacing children. Additional information on the communication access and behavior of the audience as well as on causes of fertility behavior, would be helpful.

*Note: We have not been entirely fair to our example, as much additional information is given in the total report. We have chosen to leave some of this information out in order to make the exercise more interesting.*
A SPECIAL AND IMPORTANT AUDIENCE

In family planning programs at almost all stages except the very beginning, there will be an audience which should not be overlooked for communication programs. This is the audience of current acceptors. Current acceptors of family planning are a particularly important group. They set an example for others. They represent program success.

Unfortunately, most programs are struggling with problems of high discontinuation rates. Losing acceptors is particularly unfortunate, and family planning communicators should be sure that their program includes messages designed to provide support for continued contraceptive use among current users.

WHEN TO STOP ANALYZING AND START DOING

Our discussion of audience analysis has, we hope, been logical and easy to follow. We do not want to leave you with the idea that audience analysis is easy. Read what a communication planner has written about the process of audience analysis:

"The central notion behind the communication model used to guide the development of the plan is that communication should be used in support of other program components and is not an end in itself. This problem-oriented approach required that the starting point in developing the plan be the elaboration of the basic problems confronting the Kenya National Family Planning Programme. A long list was articulated. Among them were such problems as the high rate of discontinuation, the low level of support for the program among many medical and paramedical personnel, the small local budget available for the program, the hesitancy of senior Ministry of Health staff to make arrangements to facilitate family planning training for clinical staff, and the negative material about oral contraceptives from other countries being printed in the local press without anybody even checking to see if that particular compound was being used in Kenya.

The next step was to decide whose behavior needed to change in some way in order to solve the problem. These groups, or even individuals in a few cases, would represent the audiences for a comprehensive communication program. An even longer list was

generated at this stage since most problems involved more than one audience. Take the question of releasing more domestic funds to support the program. In the first instance, Health Ministry officials would have to be convinced that a request for a larger line item for family planning in the annual "vote" would not create a political issue. People in the Finance Ministry would need to know more about the cost-benefit aspects of the family planning program. Members of Parliament would have to be assured that their constituents were not opposed to the program and would have to be shown that the many traditional beliefs about the need for a growing population that they harbor need to be adapted to the changing times.

The specification of the audiences for a comprehensive population/family planning program was a discouraging process. The list seemed almost endless. Grouping of audiences appeared necessary in order to prevent the incipient program from getting bogged down or going in every direction at once. The focus on problems and audiences had indicated indirectly the basic content for many of the messages that needed to be conveyed to each audience. For some audiences the content was similar to what other audiences also seemed to need to know. This, then, permitted some grouping of audiences around the similarity of messages. The second way to group audiences was based on priorities: Problems needing to be solved as soon as possible versus those that could wait for a time. Groups of audiences that were key to solving the most pressing problems facing the program were placed in the first priority category and so on.

Although it was possible to state the general content of many of the messages that needed to be conveyed to the audiences identified in the second step of the analysis, there was some doubt in the minds of the team doing the planning as to the detailed content of many messages. It was not clear, for example, just how much the typical member of Parliament already knew about population growth, what his most critical misgivings about family planning might be, etc. When it came to the next stage of the analysis—what media to use to reach which audience—the need for additional information became even more apparent. Data simply were not available on media exposure, particularly for some of the special audiences identified as being in critical need of additional information, for example, local religious leaders. Hence it was possible only in a very general way to indicate which media should be utilized to reach which audiences. Some things, of course, were fairly obvious. Newspapers and TV had little value in reaching rural women, but were probably very useful for getting messages to national elites. That was a start, of course, but still nobody was sure who was
attending to the electronic media at what time of day and which
sections of the daily press were most popular with various target
audiences. Naturally, to make an intelligent decision about the
purchase of expensive media time or space, such information is
required.

In sum, the model indicated what questions to ask, but it
provided no concrete answers. It did force the communicators to
ask serious questions about each audience, and when they found
that they were unable to supply the answers to their own questions,
it engendered a healthy skepticism about their own previous work
and the assumptions behind it.

As can be seen in this brief passage, audience analysis is a difficult process.
And, given the relative lack of information, particularly research information,
audience analysis raises as many questions as it answers. The planner never
knows everything he needs to know to plan an ideal strategy.

Consequently, at some point the planner must say: "This is the best that
can be done in the circumstances." Goals must be set, a strategy created,
messages designed and pre-tested, and the program begun. Many of the
unanswered questions of the planning process can be best answered by going
into the field with a communication program that is well and carefully mon-
itored and evaluated. As experience and evaluation information accumulates,
questions can be answered and the program improved.

Continual evaluation and improvement of the program are a central part
of planning, and it is what makes planning a truly continual process.
Report of a study that used a new clinic opening to test the effectiveness of 2 field worker approaches and to outline the major processes in the decision making process women go through in deciding whether or not to visit a family planning clinic.

Five new workers each were used to test the traditional approach, with its brief home visit to provide family planning information and encourage clinic visit against the new comprehensive case worker approach with its longer home visit that discussed family planning in the larger context of family socio-economic situation. A target population of 1432 was located by a preliminary census that identified married women under 50 years old, living with husbands, not pregnant and not practicing family planning. This target was then divided into 3 groups, the first one to be visited by the traditional field worker, the second to be visited by the new comprehensive case worker and the third group to be a control. The first two groups were visited over a period of 2 months. In the third month, the control group was again divided into the 3 groups of traditional, comprehensive and control and visited.

To avoid potential biases in the setting, standard experimental procedures were used, assignments were randomized and field worker working days systematically varied.

8.5% of the women visiting the clinics had been visited by the comprehensive case worker as compared to the 3.8% by the traditional worker and the 1% of the control. However, the comprehensive case worker approach required 6 hours and 5 minutes of work to recruit a woman while the traditional worker took 3 hours and 46 minutes.

After the home visits, both types of field workers filled in a short pre-coded questionnaire on what was discussed and who were present during the visit, and how likely the workers thought the woman would visit the family planning clinic. The 88 women who did visit the clinic were interviewed about their decisions to come to the clinic. A small sample of those not visiting the clinics were interviewed after the program.
Objectives For This Unit

When you have completed the readings and exercises in this unit you should be able to:

1. Describe two major purposes of audience analysis in communication planning.
2. List four steps in audience analysis.
3. Identify five general types of audiences at different stages of family planning program development.
4. List three ways to select priority audiences.
5. List at least five criteria of difference for identifying subgroups within priority audiences most likely to interpret messages in a similar way.
6. List four kinds of audience information needed for communication strategy development.

Application Objective

When given research information, you should be able to use the four steps in audience analysis given in the unit to identify and organize information in order to (1) select priority audiences and (2) begin the process of strategy development.

Notes and Reactions

Use the space below to make notes on your reactions to the ideas in this unit. If you disagree with any of the ideas, or have other ideas, please make notes so that you may share your thoughts with others.
Answers to Self-Test

1. The two major purposes of audience analysis are (1) choosing priority audiences and (2) analyzing chosen audiences as the basis for communication strategy development.

2. The four steps in audience analysis are:
   1. Identify the Stage of the Family Planning Program
   2. Identify Audiences Whose Behavior Most Affects the Problem
   3. Apply the Principle of Similarity
   4. Develop Strategy Analysis

3. The five audience types at different stages of program development, beginning with the earliest stage, are: (1) staff audiences; (2) leadership; (3) field-workers; (4) ready acceptors; (5) hard-to-convince special groups.

4. The three general ways to select priority audiences are: (1) analyzing demographic information (usually on fertility); (2) assessing the probability that the audience is likely to accept family planning; (3) determining whether or not audiences are reached by available channels.

5. Such criteria are literacy, religion, income, language spoken, social status, marital status, level of education, sex, current contraceptive practice, cultural differences.....

6. Four kinds of information useful to strategy development are: (1) causes of fertility behavior; (2) information for selecting a communication approach; (3) information for message development; and (4) communication access and behavior.
INTRODUCTION

The family planning communication planner faces two basic problems in the early stages of plan development. Both of these problems are based on the audiences with which he intends to communicate. The first problem is choosing audiences from among the vast number of potential groups within the society. The second problem is analyzing those audiences chosen in order to develop baseline information upon which to build a communication strategy, including choice of a communication approach, creation of effective, change-oriented messages, and selection of communication sources.

To solve these problems, the planner must assemble a variety of information from a variety of sources. Research information is a primary and preferred source, but it is almost always true that research information will not be available to answer all questions, and that the planner will never have enough resources and time to develop additional research data. Thus most planners will find themselves substituting experience and expert opinion for research information that is not available.

As you will see below, the number of questions that the planner can ask about audiences is quite large. Thus the planner will also face the problem of determining when to stop analyzing and start doing.

This, too, is a difficult question, although we will provide a few ideas for your consideration.

In the following pages we suggest a series of steps for the planner to go through in choosing and analyzing audiences. These "steps" represent one way of thinking about audience analysis. As you read, please keep in mind that the results of these analyses are used for two purposes:

1. Choosing audiences
2. Analyzing the chosen audiences as the basis for communication strategy development.

STEPS IN ANALYSIS

Step One: Identifying the Stage of the Family Planning Program

A useful first step in using the information assembled is to identify the general stage of development of the family planning effort. Research and experience have shown that family planning programs go through stages of development, and that each stage is accompanied by a particular set of communication problems and audiences. These stages, and the problems that
Objectives of the Unit

When you have finished the readings and exercises in this unit, you should be able to:

1. Given a set of goals, place them in a hierarchy which demonstrates the relationships between them.

2. List and explain two functions of goals as given in the unit.

3. List four criteria for writing communication goals as given in the unit.

4. Identify types of communication change goals for general audiences at different stages of program development.

Application Objective

When given a priority audience and audience analysis data, you should be able to write a communication goal that meets the four criteria as given in this unit.
INTRODUCTION: WHAT IS A GOAL?

The word "goal" is one of those unfortunate terms that must go through life being constantly used and almost equally constantly misunderstood. Together with its brothers "objective," "target," and "purpose," and its cousins "long-range," "short-range," "intermediate," and "immediate," the word goal represents a family of words and concepts which is often more confusing than helpful.

We are going to be very careful about how we use this family of words. In this unit we will present a hierarchy of goals which, we think, will help the planner write different kinds of goals, and relate his goals, and the goals of other programs, in a systematic way. In addition, we will discuss some of the important characteristics and functions of goals, and present some techniques for setting family planning communication goals. Finally, we will look at the relationship between stages of program development and communication change goals.

HIERARCHY OF GOALS

One of the most confusing things about goals is that everybody has them--at least every program, large and small. There are national goals, local goals, personal goals, program goals, sector goals ... the list can be endless. Where do family planning communication goals fit into this complex situation?

In most cases, planners can identify a series of goals and the relationships between them. The goals are often listed in such a way that accomplishment of one goal depends on the accomplishment of a lower goal, and that goal in turn requires accomplishment of an even lower goal, and so on. For example, the highest goal might be to eliminate hunger in your family at the end of the day. Accomplishing this goal requires that the following goals be accomplished (in descending order, from higher to lower): cook dinner, buy dinner, obtain money for dinner. This approach to setting goals is often called the "hierarchy" of goals approach (a hierarchy is a list of things in some order from lowest to highest). Let's take a look at an example of a hierarchy of goals in family planning:
The several failures of literacy efforts in Thailand led to a revision of the entire ongoing functional literacy program as well as the philosophy on which it was based. The main components of the Thai model of functional literacy are now geared to identify and then eliminate obstacles to social and economic development in the learners' environment. Emphasis is placed on teaching conceptual material that the student will find relevant from the very beginning of the program. It is believed that this approach will significantly reduce the high dropout rate of previous adult education programs.

The process of functional literacy must consist of three steps: providing information, changing attitudes, and applying the acquired knowledge. Functionally valuable materials are introduced from the beginning of instruction on the assumption that immediately useful information increases motivation to learn and that application of this new knowledge to daily living eventually follows.

The curriculum is based on motivation, memorization and translation of visual symbols (photographs) into words. Each lesson (photo and text) is presented on a card and as each lesson is learned, the card is placed into students' binders. Literacy instruction is introduced through key words in the text so that over a period of time, the full alphabet and all possible sounds and combinations are taught. Use of the students' sophisticated memorization ability enables difficult texts and materials to be presented from the beginning. Translating the photographs into words serves as preparation for recognizing and understanding written symbols. Cards allow maximum flexibility and minimal cost in developing lessons suited for each locality. Several lessons can be modified for different regions according to specific needs and easily inserted into binders without printing entire editions of a primer.

The project planners decided that the teachers were to become experts in methodology rather than in the specific content of the training materials, and that the teacher training for content would be done by the materials themselves.

To implement this new educational process, five villages where the pilot project was to take place were surveyed for existing knowledge, attitudes, practice levels, and regional and local language patterns. This baseline survey was used for determining curriculum content and for

<table>
<thead>
<tr>
<th>Example</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goal 1: Improve quality of life in the country</td>
</tr>
<tr>
<td>Goal 2: Increase family income</td>
</tr>
<tr>
<td>Goal 3: Reduce size of average family</td>
</tr>
<tr>
<td>Goal 4: Obtain 100,000 acceptors of family planning</td>
</tr>
<tr>
<td>Goal 5: Increase knowledge of family planning methods from 10% to 50% in five years</td>
</tr>
</tbody>
</table>

As you can see from this simple example, it is possible to use the hierarchy to show how a communication goal (goal 5) might fit into an overall goal structure for national development.

The hierarchy by itself is a useful way of thinking about goals, primarily because planners using the hierarchy can avoid the confusion of terminology that often surrounds goals. It doesn't matter what you call each of the five goals in the example above: the relationships among them are fairly clear.

And, by working a bit more with the hierarchy, the planner can make the relationship between the goals even clearer. You have probably noticed that, as you move up the hierarchy, there are certain assumptions made about the relationship between any two goals. For goal 2 to contribute to goal 1, for example, it must be assumed that increasing family income will improve quality of life for the country. Is this assumption correct? Can it be proven? These are important planning questions. Let's return to our example hierarchy and add some key assumptions:

<table>
<thead>
<tr>
<th>Example</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hierarchy of Family Planning Goals: Assumptions Added</td>
</tr>
<tr>
<td>Goal</td>
</tr>
<tr>
<td>Improve quality of life in the country</td>
</tr>
<tr>
<td>Increase family income</td>
</tr>
<tr>
<td>Reduce size of average family</td>
</tr>
<tr>
<td>Obtain 100,000 acceptors of family planning</td>
</tr>
</tbody>
</table>
While each family planning program faces, at any particular time, a unique set of problems determined by its cultural and demographic situation, by the history of effort in family planning, and by the degree to which the goals of the organization are specifically those of lowering birth rates, these problems are not stable. Problems change from time to time, sometimes because of the effects of family planning programs, other times for reasons beyond the planner's control. Problems of "informing" the public about family planning change to problems of "persuading" couples not easily motivated to adopt contraception. Past events, such as "baby booms," determine what future problems may be. Sudden changes in the social and economic situation of the country drastically alter attitudes toward family planning, such as was the case in post-war Japan. Thus the planner's job becomes more complex. He must not only look deeply at the present and its problems, but he must also look to the future and to the problems he may face five years from now. By taking this "long view" he can sometimes act in time to take advantage of communication opportunities.

An Example

A good if unhappy example of the need to look ahead in planning programs can be found in the cases of Korea and Taiwan. In both countries a baby boom in the early 1950's meant that the number of women in the childbearing age would begin to increase about 1970, even though the total rate of population growth had been declining for several years. A planner working in 1963, and looking to the future, would have identified this large group as having great future impact on population growth, and would have sought ways to begin to communicate with these people regarding family planning. He would probably have taken into account that, in both countries, enrollment in lower secondary education was quite high, and would have begun programs of population education in the schools.

We cannot say that planners did not see this problem. They did not, however, develop these programs (for many reasons beyond their control). Thus an opportunity was missed, and as a consequence, planners in these countries must now find other ways to reach this audience, now that it is moving out of the school age.

Again, our example is probably too simple. However, we hope you can see how adding information on the assumptions that connect goals at various levels helps the communication planner better understand how his program goals--and program activities--fit into a larger framework.

We would also like to point out that the hierarchy can be equally valuable in developing evaluation of programs. Ideally, evaluation would seek to discover how true each assumption in the hierarchy really is. For the communication planner, for example, program evaluation should seek to find out if there is a relationship between increased knowledge of family planning methods becoming an acceptor. It would not be enough to simply know that knowledge had in fact increased over five years from 10% to 50% (although that would be essential information). Full evaluation would have to try to answer the question: "so what?" It is in this kind of evaluation that research techniques become most valuable.

FUNCTIONS OF GOALS

Why have goals in the first place? Planners very often accept the need to state goals without thinking first about the purposes goals serve. Yet the purposes of goals can affect the way goals are stated and used. We see two major functions for goals: communication and measurement.

In Unit 1 of this module we indicated that a plan serves as a very important means of communication, expressing to people who must carry out a program what is expected of them--and when. The goals expressed in a plan are extremely important to this communication function. Goals are a primary source of motivation to staff. They express the "why" of the communication effort. Goals are important in establishing coordinated efforts of a number of agencies by expressing what the expected results of joint programs are. Goals are important to those who provide funds for the program, enabling these important people to make decisions on allocation of funds between programs and agencies. And, as we have seen above, a hierarchy of goals can help planners fit their program into the overall development effort.

The second major function of goals is the establishment of baselines or targets for measuring program achievements. This function requires that goals be stated in clear and measurable terms. We will discuss how goals can be written for this purpose later on in this unit.
THE GOAL-SETTING PROCESS

Goal setting is not an easy process. Because of the central importance of the functions of communication and measurement, goals are of concern to a wide range of people associated with the program. Consultation with interested persons is perhaps most important during the goal setting phase of planning.

Moreover, like all of planning, goal setting can be a continuous process. This may sound strange, at first. Aren't goals firmly fixed for any given period of program life?

The answer to this question is both yes and no. Certainly, goals must be fixed at some point, usually rather early in the planning process. However, goals are set both from policy and from the experience of the planners and program managers. Policy sets the broad outline of goals (such as stating that fertility reduction is the primary purpose of the program). Experience tells the planner what may be feasible given resources available and given the limitations on communication. As the program progresses, more experience is gained. As management information and evaluation systems feed information back into the planning process, the planner has more information about programs and goals. Experience and evaluation may point out that original goals were too ambitious—or not ambitious enough. Communication programs will be found to have unexpected effects. New problems will appear that require the establishment of new goals.

A good example of unanticipated problems is the appearance of negative rumors about family planning methods. Rumors about IUD side-effects created serious problems for the Indian family planning program in the late 1960's. While a number of actions were taken to combat these rumors, communication efforts were required to explain the facts about IUD side-effects. This in turn required the establishment of new goals.

TECHNIQUES FOR GOAL-SETTING

We have said that communication goals serve two important functions: communication of the purposes of the program, and establishment of targets as the basis for evaluation. Goals which perform these functions well have certain characteristics. Communication goals should meet the following criteria.
An example of a family planning communication program plan which reflects a linkage between the stage of the program and program goals can be found in "Kenya: Developing a Family Planning Communications Plan for 1970-71." At the time the plan was prepared, the government had only recently entered the family planning sector with a program of clinical services. Mass media had not been much utilized for family planning communication, which had been carried out primarily through the interpersonal communication of the private association. The audience priorities for the communication program in this plan were as follows.

<table>
<thead>
<tr>
<th>Audience Priority List for the Tentative Kenya Family Planning Communication Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>FIRST PRIORITY</strong></td>
</tr>
<tr>
<td>1. Political Leaders and Other Elites</td>
</tr>
<tr>
<td>a. The President</td>
</tr>
<tr>
<td>b. Cabinet Members</td>
</tr>
<tr>
<td>c. Members of Parliament</td>
</tr>
<tr>
<td>d. Senior Civil Servants</td>
</tr>
<tr>
<td>e. Business and Industrial Leaders</td>
</tr>
<tr>
<td>f. University Professors</td>
</tr>
<tr>
<td>2. Provincial Elites</td>
</tr>
<tr>
<td>a. Provincial Commissioners</td>
</tr>
<tr>
<td>b. Provincial Planning Officers</td>
</tr>
<tr>
<td>c. District Commissioners</td>
</tr>
<tr>
<td>3. Health Community</td>
</tr>
<tr>
<td>a. Physicians</td>
</tr>
<tr>
<td>b. Nurses</td>
</tr>
<tr>
<td>c. Family Planning Staff</td>
</tr>
<tr>
<td>d. Other Paramedical Personnel</td>
</tr>
</tbody>
</table>


Criteria for Communication Goals

Goals should:

- Identify the **audience** of the communication
- Identify the **type and amount** of change expected in the audience.
- Identify the **type of measurement** to be used
- Identify the **time frame** for accomplishment of the goal

These four criteria, if met, can go a long way toward making goals serve their functions effectively.

Let's look at an example of a communication goal which meets these criteria.

**Example**

**Communication Goal**

The national KAP survey in 1977 will show that the percentage of married women age 20-34 in Province A who are able to explain the use of the IUD and the oral pill will increase from 40% to 80%.

Let's look at this goal in terms of the four criteria.

- **A specific audience** is identified: "married women age 20-34 in Province A"
- The **type and amount of change** is specified: "percentage ... able to explain the use of the IUD and the oral pill will increase from 40% to 80%"
- The **type of measurement** is specified: "national KAP survey"
- The **time frame** is identified: "in 1977"
Here are some more examples of communication program goals. Study each in terms of the four elements of program goals specified previously.

Some More Examples of Communication Goals

1. Ninety percent of all grade 12 students graduating in June, 1974, will be able to project the population of their town for five years with less than 10% error on a final examination.

2. Following two-day workshops on family planning in September, 1977, 75% of village leaders in Province B will agree with the questionnaire statement: "Rural couples should practice family planning in order to space children at least three years apart."

3. A listener survey conducted in three provinces one week following a radio program on family planning will show that 30% remember the program and can state its theme: "Let every baby be a wanted baby."

We hope that you can see how effective communication goals such as these can be in serving the two functions of goals: communication and measurement. When written this way, goals state clearly what the expected outcome of the communication program is. This makes it possible for planners, managers and other interested people to discuss the goals and arrive at a meaningful agreement.

Agreement on goals is difficult to obtain when goals are stated ambiguously -- for example, in the following way: "increase understanding of family planning." While it may be relatively easy to obtain initial agreement to this kind of goal, the agreement may well disappear when different individuals state what they think the goal means. Some will assume it refers to married women only, while others may interpret the goal as referring to all members of the society (audience). Some may interpret "understanding" to mean that people will be able to name family planning methods, others may interpret to mean that people will be able to explain the way in which methods are used, while others may interpret understanding to refer to the broad goals of family planning, having nothing to do with methods at all (type and level of change).

The variety of interpretations possible with an ambiguously stated goal will lessen the effectiveness of the plan as a communication tool, perhaps causing disagreement and problems during implementation.
The lack of specificity in the goal also gives the evaluator serious problems. What should be measured? How? Without the identification of type of measurement and time frame, the program evaluator will have to establish his own measures, and these may not be at all what the planner had in mind.

**Exercise: Communication Goals**

Listed below are several communication goals. Some meet the four criteria for setting communication goals. Others do not. For each goal, decide whether or not it meets all four criteria. If it does not meet all criteria, use the space provided to write in the criteria which the goal does not meet.

<table>
<thead>
<tr>
<th>Goal</th>
<th>Meets Criteria?</th>
<th>Criteria Not Met:</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Increase public support for family planning</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>2. 40% of eligible couples in cities with a population of more than 100,000 will know where to obtain family planning services</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>3. 90% of civil servants above grade 5 will be able to explain the goals of the family planning program on a questionnaire mailed in June, 1976.</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>4. Create favorable attitudes toward spacing of children among married men, age 25-34, nation-wide.</td>
<td>Yes</td>
<td>No</td>
</tr>
</tbody>
</table>
Answers to Exercise: Communication Goals

Goal

1. No. Audience not well defined. No statement of type and level of change. "Support" can be interpreted in too many ways. No time-frame, no type of measurement.

2. No. This is a better goal than 1, but it still lacks a time-frame and a statement of how achievement of the goal will be measured.

3. Yes. This goal appears to meet all four criteria.

4. No. Time-frame and method of measurement not stated.
STAGES OF PROGRAM DEVELOPMENT AND COMMUNICATION GOALS

You will recall that a first step in audience analysis is identifying the general stage of development of the family planning effort. The stage of development in turn determines the general category of audiences that has highest priority. These stages and audiences are summarized briefly below.

Program Development Stages and General Audience Priorities

<table>
<thead>
<tr>
<th>Stage of Program Development</th>
<th>Early</th>
<th>Late</th>
</tr>
</thead>
<tbody>
<tr>
<td>Audiences</td>
<td>Staff</td>
<td>Leadership</td>
</tr>
</tbody>
</table>

As you can see in the table, general audience priorities tend to change as the program progresses. This does not mean, of course, that early audiences are abandoned. Rather it means that the focus of effort—or priority—tends to change. You will also notice that the special audience of current users enters the priority list early and continues on as the program develops.

As the priority audiences change, communication goals tend to change as well. Below are listed some "typical" communication goals for audiences at different stages of programs:

**Staff Audiences:**

a. All provincial officers will be able to correctly explain the causes of population growth in the country at the end of a training seminar.

b. Nurse supervisors will be able to correctly explain the side-effects of the IUD at an "end of a training" evaluation.

**Leadership:**

a. A sample survey taken at the end of fiscal year 1975 will show that at least 75% of members of Parliament can correctly state the population growth rate of the country.

b. 70% of provincial governors will indicate support for family planning by allowing the staff of the Family Planning Association to hold seminars for provincial civil service staff.
Charged. Induced abortion is a crime in Pakistan, therefore no incentives are provided. Besides monetary incentives, other kinds such as prizes, privileges, and social or official recognition may also be used.

Because of the shortage of doctors, especially of female ones in developing countries, Pakistan recruited young college girls, trained them, and placed them in rural clinics for family planning services. Since 1972, there have not been incentive payments to family planning medical and para-medical personnel for IUD insertion or tubal ligation. The workers are paid lump sum travel costs for follow-up and field work. Fees, however, are still paid to private practitioners not employed by family planning organizations to encourage family planning.

Half of a payment is given at the time of insertion of the IUD and the balance paid at the end of a year if the device is still in place. No incentives are paid to clinic personnel for the sale of the oral pill or conventional contraceptives. For vasectomies, however, incentives are paid to all family planning personnel and private practitioners.

Incentives are given to the field functionaries to encourage them to persuade more people to accept and continue contraception. A referral fee is also paid to a person who brings a client to the clinic for an IUD insertion or sterilization, if this person brings in a substantial number of clients, she may be employed as a part-time worker. Workers who bring in more clients are given preference in promotions, training and allocations of transport facilities.

Incentives for the sale of conventional contraceptives, under the new field structure system, gives the family planning worker 50% of the total proceeds of the sales in the first year, 75% in the second, 100% in the third, 125% in the fourth and 150% in the fifth year provided the women remain non-pregnant throughout.

Based on Pakistan's experience with incentives, the following suggestions are given:

1. Incentive systems should ensure cooperation rather than jealousy and resentment between and among workers.

2. Incentive payments should promote and not adversely affect quality of service, and should lead to continued practice.

3. Incentive systems should be backed by built-in record-keeping and evaluation to guard against false reporting.

4. Incentives should be paid promptly.

5. Incentive payments should promote idea of small family and not.

This list of example goals is certainly not complete. However, you can see from examining these goals that the type of change desired for different general audiences changes as the audiences change. Staff goals tend to focus on changes in knowledge and skill ("will be able to explain"); these kinds of communication goals are often expressed as training goals. Goals for leadership tend to focus both on knowledge ("will be able to state the population growth rate") and values ("will indicate support for family planning"). Ready acceptors, on the other hand, are primarily in need of information which will help them satisfy existing motivation to use family planning services ("can describe the concept family planning; "can name at least one source of contraceptive services"). The goals for special groups tend to focus on more difficult changes in the area of values (for example, male preference or religious values). Goals for current users often focus on their effectiveness as family planning communicators, and their knowledge of resources which are helpful to continued use.

The fact that different audiences require different types of change has important implications for strategy planning, as we will see in the next unit.
Demographic Analysis

For purposes of discussion, we are going to concentrate on programs where the family planning goal, broadly stated, is to reduce fertility (although the basic principle can be applied in programs with other kinds of goals). For these programs, the first step in analyzing the mass audience is to determine which audiences contribute most to fertility. This requires that the planner use demographic data to determine which groups or people contribute the most births in a given time. *

Demographers usually report their data in two ways: first, by age groups; and second, by geographical location. A first step for the planner is to examine this data to find out which age groups in which places have highest fertility, or are expected to show high fertility in the near future (you will recall our "baby boom" example from Korea and Taiwan). In analyzing this data, the planner might want to use a framework something like the one below:

Example: Framework for Setting Demographic Priorities

<table>
<thead>
<tr>
<th>Age-Group</th>
<th>Province A</th>
<th>% total age group</th>
<th>Province B</th>
<th>% total age group</th>
</tr>
</thead>
<tbody>
<tr>
<td>15-19</td>
<td>.70</td>
<td>22</td>
<td>.10</td>
<td>20</td>
</tr>
<tr>
<td>20-24</td>
<td>.65</td>
<td>32</td>
<td>.15</td>
<td>30</td>
</tr>
<tr>
<td>25-29</td>
<td>.67</td>
<td>36</td>
<td>.13</td>
<td>32</td>
</tr>
<tr>
<td>30-34</td>
<td>.70</td>
<td>36</td>
<td>.13</td>
<td>32</td>
</tr>
<tr>
<td>35-39</td>
<td>.65</td>
<td>30</td>
<td>.15</td>
<td>28</td>
</tr>
<tr>
<td>40-44</td>
<td>.68</td>
<td>20</td>
<td>.12</td>
<td>18</td>
</tr>
<tr>
<td>45-49</td>
<td>.67</td>
<td>10</td>
<td>.13</td>
<td>6</td>
</tr>
</tbody>
</table>

*CBR: Crude Birth Rate

We have put some sample information in the framework. Let's see what the data tell us about possible audience priorities.

1. Listed below are several goals that are typical of development and family planning programs. Study the goals, then list them in hierarchy form, from lowest to highest. Then, as a second step, review your hierarchy and write down the assumptions which appear to link the goals in the hierarchy.

"Obtain 100,000 acceptors of family planning among newly married women in next two years"

"Improve the health of the nation"

"Increase the percentage of newly married women age 16-30 with favorable attitudes towards child-spacing as measured by questionnaires completed when marriage license obtained"

"Increase the average time between births for married women age 16-30"

"Improve the health of mothers"

<table>
<thead>
<tr>
<th>Goals</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td></td>
</tr>
</tbody>
</table>

Self-Test

Check your progress on the basic ideas of this unit by answering the questions below:

1. Listed below are several goals that are typical of development and family planning programs. Study the goals, then list them in hierarchy form, from lowest to highest. Then, as a second step, review your hierarchy and write down the assumptions which appear to link the goals in the hierarchy.

"Obtain 100,000 acceptors of family planning among newly married women in next two years"

"Improve the health of the nation"

"Increase the percentage of newly married women age 16-30 with favorable attitudes towards child-spacing as measured by questionnaires completed when marriage license obtained"

"Increase the average time between births for married women age 16-30"

"Improve the health of mothers"
2. List and explain the two functions of goals as given in this unit.

3. List the four criteria for writing communication goals:

4. Match the general audience type below with the type of goal most often considered appropriate by writing the letter of the type of change in the space provided beside each audience.

<table>
<thead>
<tr>
<th>Audience Type</th>
<th>Types of Goals</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Staff</td>
<td>a. value change</td>
</tr>
<tr>
<td>B. Leadership</td>
<td>b. knowledge and skill improvement</td>
</tr>
<tr>
<td>C. Ready Acceptors</td>
<td>c. skill in telling others about family planning</td>
</tr>
<tr>
<td>D. Special &quot;Hard to Convince&quot; Groups</td>
<td>d. information to satisfy existing motivation</td>
</tr>
<tr>
<td>E. Current Users</td>
<td>e. knowledge and attitudes on population policy</td>
</tr>
</tbody>
</table>

CHECK YOUR ANSWERS ON PAGE 64.
but birth rates there appear higher for most age groups. Perhaps the family
planning program has been more successful in Province B. We also notice
that the birth rate begins to go up later in the Capital City, perhaps because of
a later age of marriage. Also, the Capital City seems to be of second priority
both because of the proportion of the age groups living there and because of
relatively higher birth rates (compared to Province B).

Within Province A, birth rates appear to increase steadily, beginning at
age group 15-19. This implies that all age groups should be of high priority.
In the Capital City, we notice a large jump in birth rates between age groups
20-24 and age groups 24-29. This, no doubt, reflects the later age of mar-
ing, but it also indicates that the 20-24 age group might be of highest pri-
ority now so that, as women now aged 20-24 move into the next age goup
(24-29), their fertility might be brought down.

This example and the data given are, of course, much more simple than
any real planning situation. A table such as this is useful when good demo-
graphic data are available and when program goals are based on reduction in
fertility, and we believe that this kind of analysis can be quite helpful.

Other Alternatives

Planners also often choose audiences on the basis of reasons other than
fertility and size of audience. One alternative is to give highest priority to
audiences, especially female audiences, which are likely to accept family
planning. For example, high-priority audiences are often women with four or
more children, and who are likely to want to stop having children. A third
alternative method of demographic priority setting is to choose audiences on
the basis of whether or not channels to reach these audiences are available,
regardless of fertility behavior.

In most practical situations, audiences will be chosen based on some com-
bination of demographic data, information about the likelihood of acceptance of
family planning among an audience, and practical channel considerations. The
more that audiences are chosen on demographic basis, however, the better the
chance of lowering fertility.

Step Three: Apply the Principle

of Similarity

Demographic audience analysis will give the planner some ideas about
audiences defined by age groups. However, we all recognize that "all women,
age 25-29," are not alike. There will be important differences within this age
group which have an effect on the degree to which communication programs
can be effective in creating change.
Answers to Self-Test

1. The assumptions in the answer below may be worded somewhat differently than in your answer. So long as the meaning is generally the same, your answer is correct. Your list of goals should probably be the same as the one given below, although you might have reversed the order, with our goal number 1 being your goal number 5, and so on.

<table>
<thead>
<tr>
<th>Goals</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Improve the health of the nation</td>
<td>2. Improving the health of mothers leads to improved health for the nation</td>
</tr>
<tr>
<td>2. Improve the health of mothers</td>
<td>3. Increasing the average time between births improves the health of mothers</td>
</tr>
<tr>
<td>3. Increase the average time between births for married women age 16-30</td>
<td>4. 100,000 acceptors will increase the average time between births for all women age 16-30</td>
</tr>
<tr>
<td>4. Obtain 100,000 acceptors of family planning among newly married women in the next two years.</td>
<td>5. Increased favorable attitudes toward child-spacing will lead to increased acceptance of family planning</td>
</tr>
<tr>
<td>5. Increase the percentage of newly married women age 16-30 with favorable attitudes towards child-spacing as measured by questionnaires completed when marriage license obtained</td>
<td></td>
</tr>
</tbody>
</table>

2. The two functions of goals are: (1) communication—goals express most clearly the purposes of the program; and (2) measurement—goals establish targets or baselines against which to measure program success.

3. The four criteria for writing communication goals are:
   - Identify the audience of the communication
   - Identify the type and amount of change expected in the audience
   - Identify the type of measurement to be used
   - Identify the time frame for the accomplishment of the goal
In seeking to divide age groups in more useful audience categories, the planner will try to apply the principle of similarity: that is, the planner will identify a number of local characteristics of audiences, then try to identify subgroups which are similar in terms of these criteria. The similarity criteria are important because we know, from communication research, that individuals will attach the same meaning to a message to the extent that they have similar life experiences. Here are some examples of such criteria.

Possible Criteria of Difference for Listing Potential Audiences

1. Sex
2. Income
3. Level of education
4. Religion
5. Literacy rate
6. Cultural differences
7. Languages
8. Social status
9. Marital status
10. Current contraceptive practice

There are many other criteria than the ones we have listed. Use the space provided in the example above to list other criteria which would be helpful in your planning situation.

Step Four: Strategy Analysis

A. Fertility causes

Once the planner has identified a priority list of audiences and subgroups in demographic and social terms, the analysis has just begun. Priority audiences must then be analyzed in terms of the causes of their fertility behavior.

Before creating a communication strategy, the planner has to find out as much as he can about the priority audience in terms of knowledge, attitudes, and practices regarding family planning. A key part of this analysis is developing understanding of positive and negative motivation within the audience towards family planning practice.


4. A. b
   B. e
   C. d
   D. a
   E. c
Notes and Reactions

Use the space below to make notes on your reactions to the ideas in this unit. If you disagree with any of the ideas, or have other ideas, please make notes so that you may share your thoughts with others.
UNIT IV

DESIGNING STRATEGY

A PROCESS MODEL
OF COMMUNICATION PLANNING

PHASE IV
Setting Management Objectives

PHASE V
Planning Activities
- Scheduling
- Budgeting
- Planning for Implementation

PHASE VI
Planning Evaluation
- Management Information
- Program Evaluation

PHASE II
Setting Communication Goals

PHASE I
Choosing & Analyzing Audiences

MOTIVES FOR AND AGAINST BIRTH CONTROL *

Table 1 -- High Fertility Motives

HEALTH
Children often die. It is necessary to have large families in order to make sure you get living children who grow to adulthood.

ECONOMIC
Children are an economic advantage. They are needed or are useful in helping the family earn a living. They pay for themselves by working as they grow.

SOCIAL SECURITY IN OLD AGE. If you have many children, one will be able to take care of you in old age.

FAMILY WELFARE
Can help with work around house. Older children help the younger.

HAPPY FAMILIES
Big families are happy families. Family life is more enjoyable; they have a good time together.

CHILDREN FROM BIG FAMILIES HAVE BETTER PERSONALITIES. They are better adjusted, better able to get along with other people, not so spoiled or egotistical.

CONTINUE THE FAMILY NAME. It is necessary to have many children to be sure to have a son to carry on the family name.

STRENGTH OF THE CLAN. The family is stronger; sons can help you fight your battles; family rights can be upheld.

SO
ME
PRINCIPLES FOR EVALUATIVE FAMILY PLANNING RESEARCH

Evaluative family planning research is usually carried out by scholars who have been trained to conduct "basic" research for the purpose of contributing to the understanding of concepts and processes that constitute the subject matter of their respective disciplines. However, the requirements of evaluative research differ in a number of ways from those of scholarly research. Most of these differences stem from the fact that evaluative research is supposed to be conducted for the benefit of program administrators, whereas scholarly research is conducted for the benefit of the researcher's peers. Evaluators of family planning programs often seem to lose sight of this distinction, disregarding the needs of program administrators in their efforts to conform to the requirements of scholarly research. Consequently, efforts to evaluate family planning programs do not always contribute as greatly to the improvement of program performance as might be expected.

The present paper discusses some of the principles of evaluative research that are frequently disregarded by persons engaged in evaluative family planning research. These principles should be understood by both researchers and program administrators so that program performance can receive maximum benefit from research. The discussion is arranged in terms of the chronological sequence of research: planning, data collection and processing, interpretation, and presentation of the results.

1. **PLANNING**

   a. Priorities should be set on the basis of a comprehensive survey of the possibilities. Most family planning programs are highly complex, involving hundreds of measures that could justifiably be studied in the evaluation of program performance. The possibilities for generating research activities, therefore, are bound to exceed the capacity of available manpower or funds. The selection of research projects from all the possibilities is rarely carried out in a systematic fashion. Some proposals arise from the interests of the researchers or research institutions and may therefore contribute little to meeting the needs of administrators. Others are commissioned on the basis of needs felt by administrators (and might therefore be more useful), but even these are likely to be selected on an ad hoc basis. Seldom, if ever, is a concerted effort made to survey the most promising research possibilities and to set priorities among them before deciding how to allocate scarce resources.

   b. Administrators should be consulted at the planning stage. Priorities should be set primarily on the basis of two criteria: how useful the findings will be to the administrator and how feasible it is to carry out the research itself. For this reason, priorities should be set jointly by administrators and researchers. Since the needs of administrators and the capabilities of researchers frequently do not coincide, it is essential that representatives of the two groups carry on a face-to-face dialogue at

**Objectives of this Unit**

When you have finished the readings and exercises in this unit, you should be able to:

1. List four basic communication approaches to change;
2. List the two basic kind of information used as the basis for creating messages (as given in the unit);
3. List five general types of messages;
4. Define what is meant by "source credibility";
5. List five steps in selecting communication media.

**Application Objective**

When given a priority audience, audience analysis data and a communication goal, you should be able to develop a communication strategy which includes choice of communication approach to change, appropriate messages, and channels.
INTRODUCTION

Thus far in the module we have discussed the planning process and introduced a model of communication planning as a guide to thinking about steps to take in developing a program. The model is based on analysis of audiences, which was the subject of Unit II. You will recall that audience analysis serves two related purposes. The first purpose is that of choosing priority audiences from among the large number of potential groups in the society. The second purpose of audience analysis is the development of information as the basis for communication goal setting and strategy development. We discussed goal setting in the previous unit, and in this unit will move on to consider Phase III of the model: communication strategy development.

Many experts consider audiences and goals to be an integral part of strategy. We do not disagree with this position. Clearly, our planning model bases both goals and strategies on the audience. In this sense, then, audience and goals are part of strategy.

However, we find benefit in thinking about the process of creating strategy as somewhat separate from the processes of audience analysis and goal setting. In reaching communication goals for priority audiences, the process of combining a communication approach, a series of change-oriented messages, and effective channels is the most creative part of communication planning. It is a process which, we believe, comes after goals have been set, at least initially. Although it is a process that depends on the information developed through audience analysis, it can be studied, and implemented, somewhat separately from audience analysis and goal setting, provided planners recognize that in the end the total strategy includes audiences and goals. Goals are set, then strategies to reach them developed, implemented, evaluated, and perhaps changed.

In this unit we will discuss three interrelated aspects of communication strategy development: choice of a communication approach for change, development of messages, and selection of communication channels. Although we will discuss each in turn, we recognize that in reality the development of strategy is a continuous, interrelated process in which the planner switches from one component of strategy to another, seeking to adjust the elements to each other in order to come up with an integrated strategy whose parts fit with each other and which is feasible given the resources available.
Finally, we must warn the reader that this unit assumes understanding of the basic processes of communication and of alternative communication approaches to change.*

CHOOSING COMMUNICATION APPROACHES TO CHANGE

While communication as a process can be studied and described in general terms, there are variations or "approaches" to the use of communication for change. In general, these approaches can be categorized under four general approaches: Information Transmission, Instruction, Persuasion, and Dialogue. Each of these approaches uses basic processes of communication in different ways to achieve different kinds of change in the audience. Put another way, these approaches differ in their effectiveness in achieving change of different kinds.

Let's review briefly the major approaches to the use of communication for change in terms of the type of change that one can reasonably expect using each approach, and the relative difficulty (with cost implications) of each approach.

<table>
<thead>
<tr>
<th>Approach</th>
<th>Type of Change</th>
<th>Difficulty and Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Information Transmission:</td>
<td>Change in level of awareness of factual information.</td>
<td>Relatively the easiest approach to use. Requires least investment in audience analysis.</td>
</tr>
<tr>
<td>Characterized by heavy flow of messages to general audiences; people assumed to select and decode messages in same way; heavy use of slogans; planning focused on channels.</td>
<td>Such as: what family planning is; what the names of different methods are; that other people use contraception; that the government supports family planning.</td>
<td>Results usually not particularly effective unless audience &quot;ready&quot; to select and decode message.</td>
</tr>
</tbody>
</table>

* If you are not familiar with these topics, we suggest you review D. Lawrence Kincaid with Wilbur Schramm, Fundamental Human Communication: A Professional Development Module. Honolulu: East-West Communication Institute, 1975.
2. **Instruction**: Characterized by clearly stated and shared objectives; practice of new skills/values; reinforcement of newly learned behavior. Slogans not helpful. Audience approaches the communication with positive intent to learn.

3. **Persuasion**: Characterized by expected negative position of audience on issue. Objectives usually not clearly stated or shared with audience. Emphasis on appeals and on getting people to adjust, then rewarding them. Based on thorough analysis of audience characteristics, value systems; emphasis on communication source. Channels of secondary importance.

4. **Dialogue**: Characterized by mutual change; shared experience of a mutual problem; listening to alternative points of view; searching for valid points in other person’s position.

<table>
<thead>
<tr>
<th>Type of Change</th>
<th>Example</th>
<th>Difficulty</th>
<th>Additional Note</th>
</tr>
</thead>
<tbody>
<tr>
<td>Change in level of knowledge and skills, especially thinking skills.</td>
<td><strong>Such as</strong>: how contraceptives work; how to analyze costs and benefits of children; how to reach decisions on family planning.</td>
<td>Relatively difficult and costly. Requires instructional setting (class) or, in mass media, modeling of learning through drama, skit, etc.</td>
<td></td>
</tr>
<tr>
<td>Changes in values and attitudes; also changes in knowledge as part of persuasion process.</td>
<td><strong>Such as</strong>: changes in ideal family size; changes in son preference values; changes in negative beliefs about contraceptive techniques.</td>
<td>Relatively difficult and expensive. Requires large investment in audience analysis. Probability of results not certain.</td>
<td></td>
</tr>
<tr>
<td>Changes in awareness, knowledge, values and attitudes. Type of change not pre-specified by program designers but determined by dialogue itself.</td>
<td><strong>Such as</strong>: all types of change mentioned for first three approaches.</td>
<td>Because requires shared experience with mutual problem, usually needs small group interpersonal structure, although may be done through mass media by modeling of dialogues between people similar to audience. Mass media approach tends to lessen effectiveness. Consequently, relatively costly.</td>
<td></td>
</tr>
</tbody>
</table>
We must emphasize that the descriptions of the four general approaches given above are very general, and that the planner will want to make sure that he understands each thoroughly before using the approaches in the planning process. We would also emphasize that the approaches overlap in many ways. Information transmission, for example, is a component of the three other approaches. Persuasion and instruction have many common elements. All approaches can be used to increase awareness and knowledge, although persuasion and dialogue may not be necessary if changes in awareness alone are desired.

However, for purposes of strategy creation, this typology can be useful. It is primarily helpful to the planner in deciding which general approach best fits with the audience, and desired changes in the audience, that he has identified.

We are introducing at this point a Strategy Development Matrix which can be helpful in summarizing in one place the large amount of information that goes into strategy creation. The form as shown below contains some sample information and an initial choice of communication approach for a priority audience.

Study this Matrix carefully. You should be able to see how the planner has used information developed through audience analysis to reach decisions on goals and on communication approaches. These data describe the following general situation. Initial awareness of family planning among these young couples is high (85%), although knowledge of how modern contraceptive methods are used is low, especially among men. There is strong son preference, especially among males. This is supported by a belief that sons are needed for agricultural labor, and by the opinion of parents of the couples.
3c. The interpretation of data should be augmented by a continuation of the dialogue with administrators. Often neither the administrator nor the researcher is in a position to interpret research findings realistically without the help of the other. The administrator is likely to need help in understanding the technical terms and data limitations; the evaluator is likely to be unaware of the constraints under which the administrator has to work. Only by working together are they most likely to arrive at conclusions that are sound from both the administrative and research standpoints. Failure on the part of the evaluator to take account of situational and political realities can cause considerable dissatisfaction and mistrust on both sides: the administrator wonders why so much money is being spent on research when the recommendations that result are so unrealistic; the evaluator wonders why his recommendations are disregarded and comes to suspect that the administrator is unwilling to face facts.

4. PRESENTATION OF THE RESULTS

4a. Among potential reports and papers based on evaluative research top priority should be given to those designed specifically for administrators. One of the worst failings of some evaluators is that they tend to regard publication as the most important end-product of their work. Such a view reflects the influence of their training in the academic setting, where publication (or at the very least, presentation of papers at conferences) is the most feasible way of reaching the intended audience (the researcher's professional peers). In evaluative research, on the other hand, the principal audience is supposed to consist of the program administrators. Nevertheless, it is common for researchers to undertake expensive research projects using money earmarked for evaluative research, analyze the data by means of esoteric techniques, and prepare a monograph, a paper, or a series of papers for publication in a professional journal or presentation at a conference. They may not even bother to send a courtesy copy to anyone in the program administration, but this is not usually of great consequence, since it cannot be understood anyway. Such reports do serve an important purpose, especially for revealing new methodologies and for shedding light on previously unexplored territory, but they should not occupy the prominent place that they tend to among the priorities of researchers. They should be written only after the data have been fully exploited for program implications.

4b. Reports prepared specifically for administrators should be as concise as possible. Even when they do prepare written reports specifically for administrators, evaluators are likely to be excessively long-winded. Some reports run to hundreds of pages, and still lack a concise summary of findings and recommendations. Tables tend to be large, and complex, which may be impressive and thorough but which also makes them difficult to read, even for professional social scientists. Often a great many statistics are reported which are of little or no use to the administrator but seem to be included only because they happen to be available. Reports are often filled with digressions about "interesting" findings, which may be of theoretical interest but are of little use to the administrator.
Health problems with using contraceptives

Some women are unable to use the pill because of danger to their health, or bleed from or expel IUS's.

Clearly, it is a rare planner who will have the wealth of research data which will enable him to analyze his audiences in terms of these factors, not to speak of basic KAP data.

Analyzing the causes of fertility behavior without complete research information is not an easy task. In some cases some research on the problem will exist and the planner will try to get this research to help with analysis. In other cases, the planner will have research done, or do it himself. Often the planner will find that he has to make plans without enough formal research information on which to base his decisions. The planner may not be able to afford the cost of this research, or may not have the time to wait for the results. In these cases more informal ways of obtaining information on fertility causes must be used.

One approach is to combine research information with ideas about the causes through discussion with people knowledgeable about the problem. These ideas will be tentative, and can be thought of as hypotheses, as ideas which have to be proven. These hypotheses can then be tested informally in several ways, such as through a survey of fieldworker opinion of the causes. Of course, the more effort you can put into careful study of causes, the better.

Here is another example of a family planning problem and some hypotheses about causes. The example has been given to us by a planner in Taiwan.

Example: Family Planning Goals, Problems and Problem Causes

Family Planning Goal: Reduce birth rate.

Problem: Young married couples have been identified through demographic study as contributing heavily to the birth rate. Study of the problem has shown that a major cause of this is the fact that most of these couples want to have a child during the first year of marriage. If they can be persuaded to wait for several years, the birth rate among the group will drop. But why do these couples want to have a child immediately? The planner lists these hypotheses:

1. Strong son preference
2. Strong parent influence on couples to have sons
3. Men believe sons needed for agricultural labor
4. Low level of understanding of how contraceptives work
5. Husbands' son preference appears somewhat stronger than wives'—but data not entirely clear

<table>
<thead>
<tr>
<th>Characteristics*</th>
<th>Level of Awareness; Knowledge; Values**</th>
<th>Fertility Causes***</th>
<th>Communication Access &amp; Behavior***</th>
</tr>
</thead>
<tbody>
<tr>
<td>Married couples form 65% of age group</td>
<td>85% can describe concept &quot;family planning&quot;</td>
<td>Strong son preference</td>
<td>Literacy: males 50%; females 30%</td>
</tr>
<tr>
<td>Income less than national average</td>
<td>20% of women can explain how to use IUD; 30% of women can explain how to use oral pill</td>
<td>Strong parent influence on couples to have sons</td>
<td>90% of couples own radio. Favorite shows--drama, traditional music</td>
</tr>
<tr>
<td>85% employed on small farms</td>
<td>10% of males can explain IUD or pill</td>
<td>Men believe sons needed for agricultural labor</td>
<td>45% of men read newspaper weekly; 15% of women</td>
</tr>
<tr>
<td></td>
<td>Less than 10% of males or females understand geometric growth of population.</td>
<td>Low level of understanding of how contraceptives work</td>
<td>Less than 5% have access to television</td>
</tr>
<tr>
<td></td>
<td>90% of couples indicate strong preference for sons, want to have children until two sons reached</td>
<td>Husbands' son preference appears somewhat stronger than wives'—but data not entirely clear</td>
<td>60% of couples enrolled in agricultural extension programs</td>
</tr>
<tr>
<td></td>
<td>12% practice some form of contraception</td>
<td></td>
<td>20% of couples reached by family planning field-workers</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Village problems often discussed by men in small groups; women discuss family problems same way</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Village elders source of advice on problems</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Values and norms traditionally taught in families through parables and stories</td>
</tr>
</tbody>
</table>

* Data from 1970 census
** Data from 1970 KAP Survey
*** Data from:
University Anthropological Research Series;
1970 KAP Survey;
Fieldworker Reports
Sample Survey of Media Access, ABC Market Research Co.;
Ministry of Agriculture; etc.
4c. Similarly, reports should be limited in scope. Almost invariably, the reports prepared for administrators are large "final" reports which attempt to encompass the entire output of the research project. There are two major problems with such a policy. First, in the case of large studies, the preparation of such a report may take years; by the time they are seen they may no longer be of much use to administrators. Second, such a long report, even in summary, may be too long or complex for the administrator to digest fully. Reports should be issued as soon as possible after the data become available. Since the data tend to become available gradually over time, reports should be issued similarly: as a series of short reports or even memoranda of limited scope. Each of these reports should be as concise as possible or at least include concise summaries.

4d. The language of reports should be intelligible and unambiguous to administrators. Most persons engaged in evaluative family planning research are social scientists and, accordingly, are burdened with an affliction common to most social scientists: they don't write very clearly. Their reports are usually filled with sociological, psychological, economic, and anthropological jargon. Furthermore, they are so concerned about precision and data limitations that they qualify many of their findings with reservations about reliability or validity. In the absence of explicit recommendations for action, the administrator is often left wondering what he should make of such ambiguous findings.

4e. The evaluator should communicate findings and recommendations to administrators both in writing and orally. While written reports are useful as permanent records, they lack the immediacy of face-to-face communications. A dialogue between administrators and evaluators allows the former to respond to the recommendations of the latter. The ensuing discussion might clear up much misunderstanding that might otherwise have arisen.

4f. Reports should be distributed to administrators at all levels, not just those at the top. Often only a few copies of a report are prepared, and these few go to the top administrators but no further. Even when multiple copies are prepared, only high-level administrators usually receive any. The tendency to funnel all reports through only a few administrators is unfortunate since it limits the likelihood that the findings or recommendations will have any effect. Often it is precisely the lower-level administrative officials, who are closer to the day-to-day activities in the field who are able to see the usefulness of a particular finding or the importance of a particular recommendation. Exposure to research findings at this level could generate pressure for improvement from within the program rather than the usual tendency of the program to respond only to directives from the top. As long as a few people at the top are expected to digest all the

<table>
<thead>
<tr>
<th>Goals</th>
<th>Communication Approach</th>
<th>Messages/Source</th>
<th>Media</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. 1975 KAP Survey will show that 85% of men will be aware that infant mortality has dropped significantly in last generation.</td>
<td>1. Information Transmission</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. 1975 KAP Survey will show that 50% of men and women will be able to explain use of IUD; 60%, oral pill.</td>
<td>2. Instruction</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. 1975 KAP Survey will show that 30% of couples will agree that one son is enough.</td>
<td>3. Persuasion</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. A sample survey of couples will show that 40% have discussed desired number of sons and can describe similarities in their points of view.</td>
<td>4. Dialogue</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
In this situation the planner has set three goals. First he focuses on men with an information goal: he wants them to be aware of the recent drop in infant mortality. Secondly, he has set a knowledge goal for both men and women. Third, he has set as a goal a change in the son preference value. Finally, noting the possible lack of agreement between men and women regarding son preference, he has set a dialogue goal to increase understanding between husbands and wives.

Clearly, all of these goals are related. However, as he begins to develop strategy to reach these goals, the planner has recognized that different communication approaches are required for each goal. This decision will influence the creation of messages and selection of channels with which will complete the development of a strategy for this audience.

The decisions reached by the planner on this example might be different from those you would make. In particular, a different planner might set different goals. This is why goal setting is often considered the heart of planning, and is why consultation in goal setting is especially important. If the goals set by the planner do not meet with the approval of key people and groups, it will be difficult for the planner to acquire the support and resources needed.

As a final note, we would direct your attention to the sources of information shown at the bottom of the matrix. Our examples are few, but we hope they do begin to illustrate the variety of data sources that the planner can draw on in addition to the traditional KAP and census data: Anthropological study, special sample surveys, data in other Ministries, and reports from people in the program (fieldworkers). There is a large number of other sources to be considered as well.

In the next two sections of this unit we will move ahead to fill in the remaining two columns of the strategy matrix as we consider the problems of message creation and channel selection.

CREATING CHANGE-ORIENTED MESSAGES

Identifying and analyzing audiences, developing goals, and choosing a communication approach are necessary first steps in developing a strategy for and IEC program. But once we have identified and selected the audiences whose
behavior most affects the problem, we must begin thinking about what to say to our audience. This is the problem of message construction.

Information for Message Construction

When we construct messages for family planning we look at two sources of information. The first of these is the kind of change desired in the audience. Is it increased knowledge regarding family planning practice? Is it motivation of well-informed couples who do not use contraception—even though they know how and where to get services? Is it increased support for our program from political leaders? Depending on the type of change desired, the kind of message created will be different.

The second source of information is the audience. What are the characteristics of groups of similar people whose behavior will affect the problem? How will these characteristics determine the way in which they "decode" our message—and act or fail to act in response? Particularly important characteristics are causes of fertility behavior and communication behavior. For example, we would not communicate the following kind of message to an urban low-income family where the father worked in a factory: "Have a small family and leave more land for each of your sons." At the same time, we probably would not expect to motivate a rural audience, with no reasonable expectation of getting all their children even to three years of primary school, with a message like: "Children from small families go on to college, and earn much money."

The causes of fertility behavior and the way in which people within the audience communicate with each other are critical sources of information for message creation. Because information on the causes of fertility behavior provides a deeper explanation of why people behave as they do, it is often more helpful than descriptive KAP data in devising messages which may be meaningful to the audience. Information about how people in the audience communicate among themselves is critical to the form our messages take. If, for example, people in the audience are used to discussing abstract concepts in the form of parables (stories with a moral), this form may be an appropriate one for our messages to take.

Optional Reading

Before completing this section, you may want to review:
D. Lawrence Kincaid with Wilbur Schramm, Fundamental Human Communication, Unit I.
Message construction is a complex and creative task, and even with good information of the kind discussed above, we may still make mistakes in constructing messages. It is therefore absolutely necessary that messages be pre-tested to see what effect they have on a particular audience. Unless our messages are pre-tested, we may find that they are being decoded by our audiences in such a way as to make them less likely to use family planning services!*

Types of Messages

Messages in family planning communication programs can be classified in several ways. Perhaps the simplest and most useful is the one developed by Dr. Wilbur Schramm.

Dr. Schramm lists five categories of messages: what, why, how, where and when, and who. Take a few minutes to consider the messages being used in your family planning program, and write them down in the appropriate category. Do you have any that do not seem to fit in these categories? If so, make a special note of what these are, and why you do not think they fit.

*For some ideas on how to pre-test, see Iqbal Qureshi and D. Lawrence Kincaid, Pretesting Family Planning Communication: A Professional Development Module. Honolulu: East-West Communication Institute, 1975.
The kind of information that an analysis of problem causes among audiences helps the planner in setting audience priorities. This information helps the planner determine the probability that communication programs can in fact have an effect on family planning behavior. If cause analysis shows, for example, that a low level of contraceptive practice is due primarily to lack of information about the availability of services, the planner can have some confidence that an information program will have some effect in increasing the rate of protection among the audience. If, however, analysis of causes shows that the audience is already well informed about contraceptive methods but is not practicing due to opposition to family planning based on religious or ethical grounds, the task for communication becomes much more difficult. Faced with two equal-size audiences, whose fertility behavior contributes about equally to the overall fertility of the society, one of which appears to need information only while the other appears to be informed but not persuaded, the planner would be likely to select the first group as of highest priority because it is likely to yield the greater number of acceptors. This last approach is somewhat like the philosophy of Willie Sutton, a notorious American bank robber. When asked why he robbed banks, Sutton replied, "Because that's where the money is."

B. Strategy Data

Communication Approaches to Change

Information about audiences, especially causes of fertility behavior, is also critically important to the development of a communication strategy. If an audience is not aware that family planning is a possibility, but already wants to limit family size, a simple information transmission approach may be appropriate. If, however, the audience is aware that family planning is possible, but does not know how family planning works, the planner's task is to raise knowledge levels, and an instructional approach to communication may be more appropriate. Similarly, communication with audiences of programs in later stages which have been found to be resistant to family planning in spite of high levels of awareness and knowledge may be more effective if a persuasion approach is utilized. Or, if audience analysis shows a lack of communication about family planning among members of an audience, a dialogue approach may be needed.

The kinds of information most useful in selecting a communication approach may be summarized as: (1) level of awareness (defined as "can describe the concept 'family planning' accurately"); (2) level of knowledge of contraceptive methods (defined as "can accurately explain how to use certain methods");

*If you are unfamiliar with alternative communication approaches for change, review D. Lawrence Kincaid with Wilbur Schramm, Fundamental Human Communication: A Professional Development Module, Unit II.
Other Kinds of Messages:

Of all the categories of messages, the "Why" category is most difficult—and often most important. Into this category go messages which are designed to persuade individuals to adopt family planning.

Because construction of persuasive messages, or "appeals," is so complex, we cannot go into much detail on the problem in a module on planning. In constructing these messages the planner will want to consult with a number of people with understanding of the characteristics of his audience and of message construction.

Optional Reading


Sources of Messages

Most communicators are aware that who communicates a message is as important as what is said. Selecting a communication source for a given message or set of messages is an important part of the total message creation process.
While communication research has led to a number of findings about communication source, perhaps the most important finding has to do with the extent to which the audience believes in the source (this is often called "source credibility"). The two major components of credibility are:

**Expertise:** to what extent does the audience perceive the source as having the knowledge or ability to present a message about family planning.

**Trustworthiness:** to what extent does the audience perceive that the source can present a message honestly and without bias.

Clearly, selecting a communication source will require information about how a particular source is perceived by the audience. It is important to note that this is often not the same thing as information about how the source is perceived by the planner. Like other components of communication planning, source selection requires information about the audience.

**A Case From Experience**

Like all aspects of communication planning, message selection is a difficult process, requiring what often seems to be an endless amount of information. It is helpful to look at how messages are developed in the real world to maintain a realistic and practical view of message creation.

The case example described below is an integral part of this unit. You are encouraged to read it carefully, following the suggested procedures.

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**Case Example: Message Construction**

Whilma Lewis Donald has written an excellent description of the process through which family planning messages have been created in Trinidad and Tobago. Mrs. Donald is the Health Educator for the Population Program in that country.

As you read the case, look for answers to the following questions:

1. What kinds of information was used to create messages?
2. How and why did the types of messages change from year to year?
3. From the information given, what communication approaches seem to have been used?

4. How were messages related to audiences and types of change desired?

Space for making notes on the case is included on the next page. The case is included in the Supplementary Readings to the module.

Example and Exercise

Given below is a partial result of an audience analysis done in a recent communication study in an Asian country. We have changed names which identify the country, but have left the analysis untouched. As an exercise in applying the four steps of audience analysis discussed in this unit, study the example, then answer the questions listed below it.

**Priority Group**

- unemployed rural women

  - age between 25-39 (66.5% of all eligible women)
  - with 3 to 6 children (53% of all eligible women)
  - live in a community of 20,000-49,000 population
  - with an annual family income of 1000-2999

**Location**

The level of knowledge of family planning in region A is only 26% (based on the 1968 KAP baseline data), which is the lowest among all of the regions. The level of knowledge of family planning in region B is 36%. Since the number of eligible women in those two regions is pretty high (A-13.5% and B-12.7%) it's suggested that a campaign be focused on these two regions.

**Reasons**

Among the eligible women in the country, the majority group consists of those who are in the age group of 25-39 (66.5%); unemployed (59.7%); live in a rural community of 20,000-49,000 population (40.1%); already have 3-4 children (30.5%) or 5-6 children (22.5%).

**Message**

a. Since the target audiences are those who have already 3 children or more, the content of the message should be focused on the issue of limiting rather than spacing children.

b. The 1968 KAP baseline data survey distinguished awareness from knowledge. Awareness was meant to be the awareness or exposure about family planning as a general concept whereas knowledge was meant to be the knowledge of family planning.
SELECTING MEDIA

The planner who has selected and analyzed audiences, set goals, chosen a communication approach and constructed messages still must find a way to get the message to the audience. He must consider the extremely large number of alternative media or "channels" for communication, and select the ones which are most appropriate.*

Very often he will find that, in the process of selecting media, he will have to modify his audience selection and the form, if not the content of his message. It is at this stage of planning that the planner begins "looping back" to his earlier work to reconsider some decisions made. He begins adjusting the elements of communication strategy--audience, goal, communication approach, messages and media--to fit with each other. In many ways, the process is similar to getting an automobile engine to run smoothly. Several parts of the engine must be carefully adjusted together: the carburetor, the spark plugs, and the ignition timing. If any one of these is not working properly, the entire engine runs poorly. If all three are well adjusted to each other, the engine pulls us smoothly to our goal (or at least in that general direction!).

A number of communication experts have studied the large number of media available to planners, and have compiled lists of these channels. These lists will of course be different from country to country--and even within countries, according to the characteristics of the geographical area. Nevertheless, it's a good idea to study one of these all-inclusive lists to get an idea of the range of channels that can be used.

Something to Read

Take a few minutes to study the channel list compiled by Frank Wilder and quoted by Wilbur Schramm in pages 3 and 4 of "Communication in Family Planning," Reports on Population/Family Planning. The Population Council, April, 1971. In Supplementary Readings to Module.

As you can see, list of communication channels can be very long! How does the planner select channels from within this long list (or better, from the list he has compiled in his local area)? Take a few minutes to review your work so far in the module and to think about (1) what the planner knows at this point in the process of developing a plan; and (2) about what information he might need in order to make good choices of media. Write your thoughts down in the space below, then continue with the module.

**Thoughts on Selecting Media**

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You have probably listed many of the criteria for use in selecting media that are described below. Here is our list, given as steps to take in selecting channels.
Steps in Selecting Media/Channels

1. **List the channels that reach your audiences.**

   There are a number of questions to be asked in making this list for each audience. What proportion of the audience own radios? Televisions? What is the literacy rate in the audience? What is the circulation of newspapers and magazines? Which newspapers and magazines are most popular? Are there education programs operating within the target group, such as literacy classes, community development programs, agricultural extension efforts? Are there forms of traditional media, such as puppet shows, plays, musical performances, etc., that are popular in the target group?

2. **Evaluate each medium in terms of the communication approach being used.**

   Which approach is being used—information transmission, learning, or persuasion? For informing the audience, various forms of mass media may be appropriate, such as radio, billboards, posters and so on. Is the message primarily a learning message? If we want people to know how family planning methods work, channels which permit group discussions, or fieldworker visits, may be appropriate. Radio and television can also be useful in this context if some form of drama or skit which enables the audience to participate in the learning experience is utilized. If a dialogue approach is being used, channels which permit discussion and analysis of the benefits and costs of family planning are generally more effective. These include various forms of adult education, school population education, fieldworker visits, and so on.

3. **Determine whether the media are available.**

   By listing the media reaching the audience, and evaluating each in terms of the nature of the message, the planner will have narrowed down the range of channels he might use. He must then ask which of these channels are really available to me? Very often the use of channels requires the active cooperation of other organizations or individuals. This is not always available. The agricultural extension service may not be willing to include family planning messages in their work. Radio and television stations may have policies against "controversial" subjects. If a particular channel is not readily available to the planner, he faces an important decision. Should he develop a communication campaign designed to make the channel available? Or should he eliminate it as a possibility and select another medium? Occasionally, the planner even considers the possibility of developing his own channel. He may, for example, try to build up a network of adult population education classes.

4. **Determine cost-effectiveness of available media.**

   A key piece of information for the choice of media is the cost. This is very often calculated as the cost per person exposed to a message once, or the cost per
A SPECIAL AND IMPORTANT AUDIENCE

In family planning programs at almost all stages except the very beginning, there will be an audience which should not be overlooked for communication programs. This is the audience of current acceptors. Current acceptors of family planning are a particularly important group. They set an example for others. They represent program success.

But interpersonal communication may be more cost-effective in terms of achieving the objective: adoption of contraception.

Thus a key concept in cost-effectiveness is the measure of effectiveness used in the goal statement. There are a number of possible measures, and the choice of measures depends on the objective of the communication effort. Is the objective one of "knowledge" of family planning? Then the measure of effectiveness is increase in knowledge. Is the objective one of "favorable attitudes" towards family planning? Then the measure is one of attitude change. Is the objective increasing the number of acceptors? Then the measure is obviously increase in the number of acceptors.

Once the objective and measure have been determined, the problem becomes one of measuring the comparative cost-effectiveness of various media. Let's look at an example of comparative cost-effectiveness of media from Taiwan.

**Example of Comparative Cost-Effectiveness**

In 1971, IEC planners in Taiwan were considering whether to use radio or television for a "what" category of message designed to reach the general public to inform them what family planning was. They knew from surveys that 59% of the audience watched television, and 60% listened to radio. Hence coverage was essentially the same. They also knew that cost per minute of television time was very much higher than the cost per minute of radio time. Hence it appeared, initially, that radio should be used.

However, when they looked at the question of media organization, they found that full coverage of the audience could be achieved through two television stations. To obtain full coverage of the audience through radio, message time would have to be purchased from ninety-two radio stations.

What did this mean? Well, it meant that total cost for radio messages would be the cost per minute multiplied by the ninety-two stations. The cost for television would be multiplied only by two stations. Thus, even though the cost per minute for television was higher than radio, the total cost for television would be much less.

Therefore, because the planners believed that television would be at least equally effective as radio in conveying the message, they chose television as the medium.
5. Use several channels.

Research in the diffusion of innovations (new ideas and practices) tells us that a combination of mass and interpersonal communication is most effective in persuading people to adopt new practices such as family planning.*

Why is this? Mass media have been shown to be effective in increasing knowledge about family planning, and interpersonal communication in persuading people to adopt new practices. Since our audiences are likely to be made up of individuals at different stages of adoption—some will need knowledge, others persuasion, others both—using a combination of channels increases the likelihood that all will be reached with the necessary form or message.

Interpersonal communication can support and multiply the effects of mass communication by making discussion of ideas and information presented through mass media possible. Interpersonal communication can also serve to draw the individual’s attention to messages being sent through the mass media. A field-worker, for example, might ask a potential acceptor to "listen to the radio on Thursday evenings for more information on family planning."

The mass media, in turn, can "legitimize" the messages communicated through interpersonal communication. Research indicates that one of the primary functions of mass media is to increase the credibility or amount of belief that people give to various messages. This reinforcing effect can be quite important.

In short, whenever resources are sufficient, the planner should attempt to reach his audiences through several media. He should seek to use both mass and interpersonal communication.

These five principles of media selection can serve the planner as a rough guide to decision-making. Always, however, there will be local conditions which will affect media choice. Some of these conditions will be administrative, others political. The reality of field conditions will make it difficult for the planner to make the ideal media choice. Yet as planners we must always do our best to put together the most effective program, and the choice of media is an important component of any program.

A Case Study

Let's look at a short case example which illustrates some of the difficulties involved in selecting media.

Case Example: Selecting Media

The Situation: Ashram, the head IEC planner in the country of Wherarwi, is in the process of planning his national program. So far he has come to the following conclusions on a problem, its causes, the appropriate audience, and a possible message:

Problem: Province A has been unable to meet the acceptor targets set for it each year for the past several years. Acceptors targets for the provincial capital and two large towns have been achieved but performance in the rural area is very poor.

Causes: Ashram commissioned a study team to investigate the problem in Province A. The team met with local leaders, with the governor of the province, and with local family planning program personnel. The team also studied the results of a survey of the knowledge, attitudes, and practices of rural women regarding family planning completed last year. The team reports that most women know about family planning and want to have smaller families, but that their husbands are opposed. Husbands do not like family planning because they believe it leads to immoral behavior by women.

Audience: The primary audience for this problem is the husbands of women in the rural areas of the province. They are mostly poor farmers with little education. The literacy rate is about 20%.

Approach: Men need to be persuaded.

Message: After discussing the matter at length with the study team, Ashram has tentatively decided on a message which emphasizes the responsibility of a virtuous wife to raise happy and healthy children, and the ways in which family planning can help the wife accomplish this moral task. He hopes to find some men in the province who practice family planning and who are typical of most men in all other ways. These men will be used as as credible sources to communicate the message. It is doubtful if more than ten or twenty such men can be found.
The Media Problem: Ashram has to decide on channels through which to communicate this message. He has called in his Provincial Information Officer, who has made several suggestions about how the program can be improved. This Information Officer, Mrs. Odori, has been working in development programs of various kinds in the province for twelve years. She has lived in the province most of her life.

Ashram and Mrs. Odori are discussing the problem.

Ashram: "Mrs. Odori, I'm glad that we agree on the nature of our IEC problem, as well as on the audience and message. The question now is, 'how can we get the message to these men?' Do you have any ideas?"

Odori: "I have been worrying about this problem, and to help our discussion I have made a list of the channels which reach our audience in some way. In making my list, I have used the data from the recent survey in the province as a guide to mass media choice."

Mrs. Odori's Media List
1. Radio: There are two radio stations in the province. The survey shows that 60% of men listened to radio at least once a day, generally in the evening, and that the men discussed things heard on the radio with their friends.
2. Newspapers: With a literacy rate of only 20%, newspapers are not widely read in rural areas of the province.
3. Cinemas: About 10% of the men in rural areas have attended movies in the towns during the past year.
4. Fieldworkers: There are 50 fieldworkers in the province, all women, who visit door to door. The relatively high knowledge of family planning among women in the province is generally attributed to their efforts.

Ashram: "This list is a very good start, Mrs. Odori. It seems clear that radio is a very important channel for us."
**Odori:** "Well, that's true. The problem is that most of the men listen to station Zebra. The survey tells us that, of the listeners, 80% preferred this station. The manager of the station has been approached for help with family planning in the past, but, like all men in the area, he is opposed. This makes it difficult to use radio. The owner of the other station, station Wino, is willing to cooperate."

**Ashram:** "But what about the directive from the Ministry of Information that requires station managers to give time to family planning?"

**Odori:** "Oh, the station Zebra manager will give time all right, but only in the middle of the morning when the men are in the fields."

**Ashram:** "Well, I can see we'll have to try to persuade him to change policy. In the meantime, however, we should go ahead with the cooperative stations and try to find other channels. I am very worried that we will have difficulty with our persuasive messages without an interpersonal communication component. Are there any organizations which are in contact with men? Our message will probably require some discussion and explanation."

**Odori:** "There is a strong agricultural extension program in the province which we might approach. This program has male extension agents who hold monthly meetings in each village for discussion of farming practices. They recently began to include sanitation and child health material in their discussions."

**Ashram:** "That sounds promising. Do you think they will cooperate?"

**Odori:** "I think so. The program leader himself practices family planning. We will have to show him and extension agents how our message can fit with the basic messages his program uses."
1. The two major purposes of audience analysis are (1) choosing priority audiences and (2) analyzing chosen audiences as the basis for communication strategy development.

2. The four steps in audience analysis are:
   1. Identify the Stage of the Family Planning Program
   2. Identify Audiences Whose Behavior Most Affects the Problem
   3. Apply the Principle of Similarity
   4. Develop Strategy Analysis

3. The five audience types at different stages of program development, beginning with the earliest stage, are: (1) staff audiences; (2) leadership; (3) field-workers; (4) ready acceptors; (5) hard-to-convince special groups.

4. The three general ways to select priority audiences are: (1) analyzing demographic information (usually on fertility); (2) assessing the probability that the audience is likely to accept family planning; (3) determining whether or not audiences are reached by available channels.

5. Such criteria are literacy, religion, income, language spoken, social status, marital status, level of education, sex, current contraceptive practice, cultural differences ......

6. Four kinds of information useful to strategy development are: (1) causes of fertility behavior; (2) information for selecting a communication approach; (3) information for message development; and (4) communication access and behavior.

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**Some Questions About the Case**

This case is very short, but may illustrate some problems of media selection. Before going on with the module, answer the following questions:

1. Did Mr. Ashram and Mrs. Odori apply all five principles of media selection in making their decision? If not, which one(s) did they leave out?

2. How might the decision have been different if the literacy rate were 85% among rural men?
3. Why didn't Ashram and Odori consider using the fieldworkers?


4. What problems might Ashram and Odori have when they try to get the extension agents to use the filmstrips? How could these problems be solved?


Check your answers against some possible responses on the next page.
Some Answers on the Case

Given below are some possible answers to the questions on the case. Your answers may be similar.

1. Did Mr. Ashram and Mrs. Odori apply all five principles of media selection in making their decision? If not, which one(s) did they leave out?

Answer: Mr. Ashram and Mrs. Odori appear to have listed the media that reach their audience. When Odori worried about the effectiveness of using radio for persuasive messages, she was evaluating a medium in terms of the communication approach chosen. The problems with radio station Zebra indicate that the availability of media was a major concern to the planners. The idea of using radio and extension workers indicates that our planners are using several channels. Odori and Ashram did not use any cost-benefit ideas in evaluating their media. Perhaps, as is often the case, they did not have any information!

2. How might the decision have been different if the literacy rate were 85% among men?

Answer: At first glance it would appear that newspapers would be another useful medium. However, we know that newspapers are not terribly effective in persuasion. Consequently, Ashram and Odori might want to find out how much it would cost them to use newspapers, and balance this cost against possible or expected benefits before deciding to use it as a supporting channel.

3. Why didn't Ashram and Odori consider using the fieldworkers?

Answer: A possible reason is that women fieldworkers, while effective in raising awareness of women, have not had much effect on men.

4. What problems might Ashram and Odori have when they try to get the extension agent to use the filmstrips? How could these problems be solved?

Answer: There may be many problems. One of the most important might be that the extension agents are men. They may have the same attitudes toward family planning as the resistant men in the area. Without training, they might use the filmstrips to strengthen currently negative attitudes. Some research into this problem is necessary.

Your answers may be different from these. If they are, it is likely that they reflect your own experience as a communicator--and that's fine.
INTRODUCTION: WHAT IS A GOAL?

The word "goal" is one of those unfortunate terms that must go through life being constantly used and almost equally constantly misunderstood. Together with its brothers "objective," "target," and "purpose," and its cousins "long-range," "short-range," "intermediate," and "immediate," the word goal represents a family of words and concepts which is often more confusing than helpful.

We are going to be very careful about how we use this family of words. In this unit we will present a hierarchy of goals which, we think, will help the planner write different kinds of goals, and relate his goals, and the goals of other programs, in a systematic way. In addition, we will discuss some of the important characteristics and functions of goals, and present some techniques for setting family planning communication goals. Finally, we will look at the relationship between stages of program development and communication change goals.

HIERARCHY OF GOALS

One of the most confusing things about goals is that everybody has them—at least every program, large and small. There are national goals, local goals, personal goals, program goals, sector goals ... the list can be endless. Where do family planning communication goals fit into this complex situation?

In most cases, planners can identify a series of goals and the relationships between them. The goals are often listed in such a way that accomplishment of one goal depends on the accomplishment of a lower goal, and that goal in turn requires accomplishment of an even lower goal, and so on. For example, the highest goal might be to eliminate hunger in your family at the end of the day. Accomplishing this goal requires that the following goals be accomplished (in descending order, from higher to lower): cook dinner, buy dinner, obtain money for dinner. This approach to setting goals is often called the "hierarchy" of goals approach (a hierarchy is a list of things in some order from lowest to highest). Let's take a look at an example of a hierarchy of goals in family planning:

THE COMMUNICATION STRATEGY MATRIX COMPLETED

In the following pages we have completed the example Communication Strategy Matrix which we began in the first part of this unit, adding in messages and media. We want to emphasize that this example is given to show how the matrix itself can be used. The choices of messages and media are very simple, and you could undoubtedly come up with other, better choices, especially in the creative part of strategy--creation of messages.

We hope, however, that you can see how the information developed in the audience analysis has been used to develop a general strategy.
COMMUNICATION STRATEGY MATRIX

Audience: Married couples age 20–29 in rural villages with population less than 1,000.

<table>
<thead>
<tr>
<th>Characteristics*</th>
<th>Level of Awareness; Knowledge; Values**</th>
<th>Fertility Causes***</th>
<th>Communication Access &amp; Behavior***</th>
</tr>
</thead>
<tbody>
<tr>
<td>Married couples form 65% of age group</td>
<td>• 85% can describe concept &quot;family planning&quot;</td>
<td>• Strong son preference</td>
<td>• Literacy: males 50%, females 30%</td>
</tr>
<tr>
<td>Income less than national average</td>
<td>• 20% of women can explain how to use IUD; 30% of women can explain how to use oral pill</td>
<td>• Strong parent influence on couples to have sons</td>
<td>• 90% of couples own radio; Favorite shows--drama, traditional music</td>
</tr>
<tr>
<td>85% employed on small farms</td>
<td>• 10% of males can explain IUD or pill</td>
<td>• Men believe sons needed for agricultural labor</td>
<td>• 45% of men read newspaper weekly; 15% of women</td>
</tr>
<tr>
<td></td>
<td>• Less than 10% of males or females understand geometric growth of population.</td>
<td>• Low level of understanding of how contraceptives work</td>
<td>• Less than 5% have access to television</td>
</tr>
<tr>
<td></td>
<td>• 90% of couples indicate strong preference for sons, want to have children until two sons reached</td>
<td>• Husbands' son preference appears somewhat stronger than wives' but data not entirely clear</td>
<td>• 60% of couples enrolled in agricultural extension programs</td>
</tr>
<tr>
<td></td>
<td>• 12% practice some form of contraception</td>
<td></td>
<td>• 20% of couples reached by family planning field-workers</td>
</tr>
</tbody>
</table>

* Data from 1970 census
** Data from 1970 KAP Survey
***Data from:
University Anthropological Research Series;
1970 KAP Survey;
Fieldworker Reports
Sample Survey of Media Access, ABC Market Research Co.;
Ministry of Agriculture; etc.
Results of the HAP study carried out in 1970.
Results of several sample surveys or studies carried out by the program from time to time.
Relevant data obtained from the Central Statistical Office.

In 1970 the theme used was "Responsible Parenthood." Selection of the 1970 theme was based on the following:

1. Many parents were found to be shifting their responsibility of the nurturing of their offsprings to others, who were often not connected to the children.
2. The Educator of the Population Program carried out a sample survey among pregnant women attending twenty-three antenatal clinics. Results of this revealed that 83% of the pregnant women in the sample conceived by chance while 17% conceived by choice.
3. Examples of (1) mentioned above were noted from various newspaper articles during this period:
   a) A mother went with her baby to one of the child welfare clinics in the city. She told another mother to look after her baby in order for her to go to the toilet. She left and never returned for the baby.
   b) In south Trinidad a fetus was found in someone's backyard.
   c) A deserted baby was left on the veranda of a stranger's home one night.
   d) An increasing number of unwanted babies were admitted to the country's two orphanages. In the majority of

<table>
<thead>
<tr>
<th>Goals</th>
<th>Communication Approach</th>
<th>Messages/Source</th>
<th>Media</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. 1975 KAP Survey will show that 85% of men will be aware that infant mortality has dropped significantly in last generation.</td>
<td>1. Information Transmission</td>
<td>1. Progress in health care means that when you were a child, only thirty out of every fifty sons lived to be your age; now forty-five out of every fifty live. <em>(Sources: physicians, village elders)</em></td>
<td>1. Radio Spots</td>
</tr>
<tr>
<td>2. 1975 KAP Survey will show that 50% of men and women will be able to explain use of IUD; 60%, oral pill.</td>
<td>2. Instruction</td>
<td>2. Instructional messages on IUD, pill, population growth. <em>(Sources: physicians, midwives, extension agents)</em></td>
<td>2. Pamphlets for fieldworker use; integration of messages in agricultural extension services; radio dramas</td>
</tr>
<tr>
<td>3. 1975 KAP Survey will show that 30% of couples will agree that one son is enough.</td>
<td>3. Persuasion</td>
<td>3. Persuasive appeals emphasizing changes in infant mortality; excess of agricultural labor; poor ratio of available land to population, etc. <em>(Sources: village leaders, extension agents)</em></td>
<td>3. Radio dramas; extension agents; fieldworkers; village discussion groups</td>
</tr>
<tr>
<td>4. A sample survey of couples will show that 40% have discussed desired number of sons and can describe similarities in their points of view.</td>
<td>4. Dialogue</td>
<td>4. a) Message describing the common problem of &quot;number of sons&quot; for this audience. b) Presentation of husband and wife similar to those in the audience engaged in a dialogue regarding number of sons desired; a model for audience members. <em>(Sources: typical rural married couples age 20 – 29)</em></td>
<td>4. Fieldworkers; non-formal education classes; radio and television dialogues; comic books.</td>
</tr>
</tbody>
</table>
cases the infants had both parents alive but the mother expressed inability to cope with the responsibility of looking after the children.

Slogans devised for use in this program were:

1. Have children by choice and not by chance.
2. Family planning means planning to have only those children that are wanted and can be cared for by parents.
3. Let every baby be a wanted baby.
4. Get to know the five simple reasons to consider before having a baby.
5. An irresponsible parent often contributes to juvenile delinquency.
6. With free family planning service, you can avoid having the baby you do not want.
7. Parenthood is a big responsibility—be prepared.
8. Ideal parents are responsible parents.

The slogans were prepared by both the Educator of the population program and the I.E.C. director of Family Planning Association and they were approved by the Family Planning Week Committee.

Topics used for the various competitions held were:

1. 'A Happy Home' for a poster competition for primary school pupils.
2. 'Ideal Parents'—a poster competition for secondary school pupils.
Planned Parenthood: an essay competition for student nurses. ‘What Family Planning Means To Me?’ a slogan competition for all women attending Family Planning clinics. ‘Be it resolved that sex education be taught in schools in Trinidad and Tobago’ a debate competition between secondary school students. The poster prepared for this theme showed a father carrying his child on his shoulders with the caption—‘Children are too important to be born by chance, plan your family.’
Answers to Self-Test

1. The four approaches are:
   a. Information transmission
   b. Instruction
   c. Persuasion
   d. Dialogue

2. The two basic kinds of information used to construct messages are based on knowledge of the audience. The first is the type of change desired in the audience. The second is information about characteristics of the audience that will determine how messages are decoded. Fertility causes and communication behavior are particularly important characteristics.

3. The five types of messages are: What, Why, How, Where and When, and Who.

4. Source credibility is defined as the extent to which the audience believes in a source. The two major components of source credibility are (1) expertise—the degree to which the audience perceives the source as having the knowledge or ability to present the message; and (2) trustworthiness—the extent to which the audience perceives that the source can present a message honestly.

5. The five steps in media selection are:
   a. List channels that reach the audience.
   b. Evaluate each channel in terms of the communication approach being used.
   c. Determine whether the media are available.
   d. Determine the cost-effectiveness of available media.
   e. Use several channels.
As a sequence to the previous year's theme, the program perceived the need to reach and educate men on the importance of male contribution towards greater responsibility in family life. In conjunction to this drive, the first male Family Planning Center was opened in Port of Spain. The service available at this center consists of educational lectures, filmshows/discussions circulation of printed material specifically designed for men and distribution of condoms. There were also publicity programs with the use of the newspapers and radio urging men to join any existing family planning clinic which was convenient to them.

During this year, 1,174 males had enrolled at family planning clinics throughout the country. Messages used for this program were:

1. Do you know that family planning makes your sex life more pleasant?
2. Family planning can help solve many domestic problems.
3. Men know that family planning is safe, easy and costs nothing.
4. With family planning, a man can decide to have the number of children he wants.
5. Men are always welcome at any family planning clinic.
6. Family planning enables you to give each of your children a better education.
7. With family planning you are able to provide enough nourishment for your family so each maintains good health.
Two leaflets and three handbills bearing these messages were designed and printed for circulation among men. Attached is a sample of leaflet “For men only” and a handbill, “Family Planning--a service for men and women.” The messages and slogans were also incorporated in spot announcements for use on the radio.

The design on the leaflet was done by Mrs. Dvozark a foreigner who accompanied her husband on a short term contract in Trinidad. She is an artist and offered to give voluntary services to the program.

The messages were developed by members of the Community Education and Publicity Committee with the assistance of officers of the Health Education Division.

A poster depicting ‘The Pregnant clan’ hanging out clothes with the caption ‘Would you be more careful if it could happen to you?’ was designed by cartoonist Dunstan Williams. The idea of the pregnant man stemmed from the original published in London earlier. The caption was developed by the Medical Officer of the program in consultation with the Health Educator.
A booklet entitled "man is the only thinking animal" was prepared by the I.E.C. staff of the Family Planning Association. The figures in the booklet were drawn by cartoonist Dunstan Williams and the messages were also developed by the I.E.C. director of Family Planning Association. A sample of the booklet is attached.

Subjects for various competitions held during 1971 Family Planning Week were:

1) 'What I would like to be when I grow up' for a poster competition among infant and primary school pupils.

2) 'What I owe to my parents' used as an essay competition among post primary pupils.
Objectives For This Unit

When you have completed the readings and exercises in this unit, you should be able to:

1. List the functions of management objectives.

2. List three criteria for writing management objectives.

3. Use the criteria to distinguish between objectives that are correctly and incorrectly written.

4. Identify the relationship between communication goals, strategy, management activities, and management objectives.

Application Objective

When given basic information about communication goals and communication strategy, you should be able to write management objectives which meet the three criteria as given in this unit.
referred to as 'carnival babies.' Nurses at hospitals have also noted that about a month before carnival and two to three months after carnival there is a marked increase in admission to the post abortion wards of the general hospitals. Abortion practice is illegal in Trinidad and Tobago.

It is felt that the increase prior to carnival results from the desire of many women to get rid of unplanned or unwanted pregnancies in order to participate actively in the carnival celebrations. The post carnival increase reveals that many unplanned and unwanted pregnancies resulted from relationships during this gay and festive celebration.

The Community Education and Publicity Committee gave attention to this matter and suggested that a pre-carnival publicity family planning campaign be carried out. The slogan used was 'Do not spoil your celebration.' A poster depicting masquerades and bearing the caption of the words "Avoid unwanted carnival babies. A few days of gay abandon can mean a lifetime of regret" was designed by Dunstan Williams and printed by the printery of the Central Statistical Department. Copies of these were posted in various public places including calypso tents, dance halls, steel band yards and where people congregate for various pre-carnival celebrations.

INTRODUCTION

So far in this module we have been discussing those aspects of communication planning which result in the development of a communication strategy. You will recall that the model which is the basis for our analysis shows the first three phases of planning as I: Selecting and Analyzing Audiences; II: Setting Communication Goals; and III: Designing Communication Strategy. The communication strategy that results from these efforts, as we saw in the previous unit of the module, integrates these first three components, giving the planner a good idea of the kind of communication program he will have.

But strategy must be translated into the actions of people working in organizations. This is where the focus of the planner shifts from strategy to management planning. In the following units of the module we will deal with several key aspects of management planning.

In this unit we will deal with Phase IV of the process of planning: translating strategy into management objectives. As you will see, management objectives become the key link between strategy and action. We will discuss three aspects of management objectives: functions, techniques for writing management objectives, and relationships between management objectives and communication strategy.

FUNCTIONS OF MANAGEMENT OBJECTIVES

The functions of management objectives are the same as the functions of communication goals: communication and measurement. Management objectives must communicate clearly who will carry out actions to implement strategy, what actions are expected, and when the actions are to be completed.

The second function of a management objective is to set a standard for measuring progress in implementation of activities. This is done by describing the action clearly and by setting a time period for accomplishment.

Perhaps you can see that management objectives of this type, when taken together, describe in careful terms the activities which will be undertaken to achieve communication goals through the planned strategy.
TECHNIQUES FOR SETTING MANAGEMENT OBJECTIVES

We have briefly indicated above the general criteria for management objectives. Let's begin our discussion of techniques for setting management objectives by looking at an example.

Example: Management Objective

Here is an example of an effort objective for an IEC program:

"National Media Center will print and distribute 100,000 leaflets explaining four contraceptive methods between January and June, 1975."

What does this objective tell us? First, it tells us who will perform the action: the National Media Center. It describes two actions which must take place: print and distribute. It also tells us what will be printed and distributed, as well as the quantity involved. Finally, it tells us when the action will take place.

How well does this example objective fulfill the two functions of management objectives, communication and measurement? You can see that the objective communicates clearly who will perform what action when. This is quite useful information, both for the planner, and more importantly, for the people who will be asked to carry out the work (the National Media Center). There are other questions that the Media Center will have, of course, that are not answered by the objective, such as how much budget they will be allocated. However, the objective carries enough information for the Media Center to begin to plan to accomplish it within its total workload.

The objective, in communicating what must be done by when, also sets a standard for measurement. Progress towards achievement of the goal can be monitored during the time period specified (January to June, 1975), and information on progress reported to the program manager. Reporting of this kind is the heart of management information, a very important form of evaluation (which will be discussed in a later unit of the module).
Let's pause to summarize the criteria for writing management objectives:

<table>
<thead>
<tr>
<th>Criteria for Management Objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management objectives should identify:</td>
</tr>
<tr>
<td>Who will carry out an action</td>
</tr>
<tr>
<td>What the action is</td>
</tr>
<tr>
<td>When the action will be accomplished</td>
</tr>
</tbody>
</table>

Clearly, objectives such as these are set after the planner has gone through the difficult process of deciding which activities are required to implement strategy. Matching activities and strategy is the most creative part of management planning, just as message development is the most creative part of strategy development.

The planner gets help in selecting activities from strategy decisions already made. A complete strategy has specified, among other things, both communication goals and the messages and media to be used to reach audiences. Each medium and message combination will require a series of activities for implementation. Each of these activities can, in turn, be expressed in management objective terms. Let's look at an example of the linkage between communication goals, strategy, and management objectives.

**Example: Linkages Between Communication Strategy and Management Objectives**

<table>
<thead>
<tr>
<th>Communication Goal:</th>
<th>The 1975 KAP Survey will show that 50% of married couples age 20-29 in rural villages with a population of less than 1,000 will be able to explain the use of the IUD and the oral pill.</th>
</tr>
</thead>
</table>

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male worthiness, beginning with the fact that precocious sexuality in little boys is regarded by the amused admiration of their elders."

"The behavior of the Afro-Caribbean man is subject to a few restraints and prohibitions. As a father he has a choice of roles, if he is present at all, for the absentee father is a phenomenon we now take for granted."

"Now since Family Planning Week, I take it, is devoted to improving the quality of our family life, one is naturally tempted to give emphasis to those aspects of our family life which are in need of correction."

At that same seminar Reverend Father Kelvin Felix, Roman Catholic priest and sociologist in his presentation on "Religious Influences on Male Attitudes and Responsibilities in the Caribbean Family Life" also stated "The influence of religion on male attitudes and responsibilities within the Caribbean family must be seen in the background of our history, our culture, our Christian tradition. In so doing, I would like to make three statements:

1. That the type of influence, religious influence on male attitudes within the Caribbean family system has been first of all positive, establishing definite beliefs, values and ideals for a family.

2. It has been ambivalent in that it has created as you have heard, two standards.

3. There has been a negative result, or influence, and this has, I would like to say, been a latent dysfunction where the father's role in essence, has been institutionally obliterated."

3. Source: physicians, midwives, extension agents, fieldworkers

4. Media: pamphlets, leaflets for fieldworker and extension agents, radio dramas

Management Activities:

1. Design, testing, and production of written materials (pamphlets, leaflets)—National Media Center (NMC)

2. Design, testing, and broadcasting of radio dramas—National Broadcasting Authority (NBA)

Management Objectives:

Activity One

1. NMC will design prototype pamphlets on IUD and pill with extensive illustrations by March 1975.

2. NMC will pretest approved prototypes with sample from audience by April 1975.

3. NMC will revise prototypes based on pretest data by May 1975.

4. NMC will print and distribute 5,000 copies of both pamphlets and leaflets through the family planning clinic structure and the Ministry of Agriculture extension service by June, 30, 1975.

Activity Two

1. The Communication Division of the National Family Planning Program (NFPP/CD) will provide basic messages for inclusion in radio dramas to the National Broadcasting Authority by January 15, 1975.

2. The NBA will prepare prototype scripts incorporating the messages for three thirty-minute dramas by February 20, 1975.

3. The NFPP/CD will approve prototypes by March 15, 1975.

4. The NBA will prepare taped prototype dramas for pretesting purposes by April 15, 1975.

5. The NMC will pretest prototype dramas with a sample of the audience by June 30, 1975, and provide pretest data and recommendations to the NBA and NFPP/CD by July 30, 1975.
You have probably noticed that our example is similar to the hierarchy of goals discussed in Unit III. The relationship between communication goals, strategy, management activities and management objectives is indeed hierarchical. In fact, the planner could place the goal in the example in a hierarchy of goals, and develop a logical hierarchy which demonstrates the relationships and assumptions connecting a management objective with a higher order goal like "improve quality of life."

Making a complete hierarchy is usually not necessary for practical purposes, although a final written plan will probably reflect a "hierarchical approach to thinking."

There are a number of benefits in stating management objective in this hierarchical order:

First, it makes it possible for the communications manager to negotiate task accomplishment with cooperating agencies. By clearly specifying the objectives to be achieved, the manager can discuss with cooperating agencies the time and resources required to complete any given objective with a clear understanding of how accomplishment of each objective relates to the accomplishment of subsequent objectives. The clarity of the objective makes it easier for the cooperating agency to decide whether or not completion of the task is feasible. Not incidentally, management objectives can perform the same function for units within an organization.

Second, listing objectives in this way, when combined with management information on the accomplishment of objectives, enables the manager to identify delays and problems in a series of activities in advance. If for example, pretesting of pamphlets is delayed in the above example, there will be implications for subsequent activities. Thus management objectives became the basis for activity scheduling.

1. The NBA will prepare final scripts for approval of NFPP/CD by August 30, 1975.
2. The NFPP/CD will approve scripts and make recommendations for final changes by September 1, 1975.
3. The NBA will prepare final programs by October 1, 1975, for approval of NFPP/CD.
4. NFPP/CD will give final approval by October 15, 1975.
5. The NBA will broadcast programs once a week for three weeks beginning November 1, 1975 at 6:00 pm on Wednesdays.
THE GOAL-SETTING PROCESS

Goal setting is not an easy process. Because of the central importance of the functions of communication and measurement, goals are of concern to a wide range of people associated with the program. Consultation with interested persons is perhaps most important during the goal setting phase of planning. Moreover, like all of planning, goal setting can be a continuous process. This may sound strange, at first. Aren't goals firmly fixed for any given period of program life?

The answer to this question is both yes and no. Certainly, goals must be fixed at some point, usually rather early in the planning process. However, goals are set both from policy and from the experience of the planners and program managers. Policy sets the broad outline of goals (such as stating that fertility reduction is the primary purpose of the program). Experience tells the planner what may be feasible given resources available and given the limitations on communication. As the program progresses, more experience is gained. As management information and evaluation systems feed information back into the planning process, the planner has more information about programs and goals. Experience and evaluation may point out that original goals were too ambitious—or not ambitious enough. Communication programs will be found to have unexpected effects. New problems will appear that require the establishment of new goals.

A good example of unanticipated problems is the appearance of negative rumors about family planning methods. Rumors about IUD side-effects created serious problems for the Indian family planning program in the late 1960's. While a number of actions were taken to combat these rumors, communication efforts were required to explain the facts about IUD side-effects. This in turn required the establishment of new goals.

TECHNIQUES FOR GOAL-SETTING

We have said that communication goals serve two important functions; communication of the purposes of the program, and establishment of targets as the basis for evaluation. Goals which perform these functions well have certain characteristics. Communication goals should meet the following criteria.

Fourth, a complete list of management objectives which identify the basic activities to be undertaken is quite helpful in establishing budgets. The management objective list enables the manager to identify in advance the components of a management activity, and therefore be more accurate in estimating costs. For example, once pretesting has been identified as an integral part of a communication production activity, cost estimates for the pretesting activity must be developed. While the management objective list will not do the cost-estimation for the planner, it will help him make sure that no necessary activity has been overlooked in the costing process.

SUMMARY AND REVIEW

In this unit we have dealt briefly with Phase IV of our planning model: Setting Management Objectives. We noted that management objectives have the same two general functions as communication goals: communication and measurement. We also said that management objectives should identify three things in order to most effectively carry out these functions: (1) who will carry out an action; (2) what the action is; and (3) when the action is to be accomplished. We tried to show that the relationship between communication goals, strategy, management activities, and management objectives is hierarchical, much like the hierarchy of goals discussed in Unit III. Finally, we listed some benefits of management objectives in negotiating with cooperating agencies, scheduling planned activities, consulting on the plan, and developing budgets.

In the next unit we will take up some additional elements of management planning.
Criteria for Communication Goals

Goals should:
- Identify the audience of the communication
- Identify the type and amount of change expected in the audience.
- Identify the type of measurement to be used
- Identify the time frame for accomplishment of the goal

These four criteria, if met, can go a long way toward making goals serve their functions effectively.

Let's look at an example of a communication goal which meets these criteria.

Example Communication Goal

The national KAP survey in 1977 will show that the percentage of married women age 20-34 in Province A who are able to explain the use of the IUD and the oral pill will increase from 40% to 80%.

Let's look at this goal in terms of the four criteria.

- A specific audience is identified: "married women age 20-34 in Province A"
- The type and amount of change is specified:
- The type of measurement is specified:
- The time frame is identified: "percentage ... able to explain the use of the IUD and the oral pill will increase from 40% to 80%"

Self-Test

Check your progress on the ideas in this unit by answering the questions below.

1. List the two functions of management objectives.

2. Write down the three criteria for writing management objectives.

3. Below we have listed several management objectives. Some are complete, others are not. Decide whether or not each objective meets all three criteria. If it does not, use the space provided to indicate which criterion has not been met.

<table>
<thead>
<tr>
<th>Management Objectives</th>
<th>All Criteria Met?</th>
<th>Criteria Not Met</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Write radio scripts by June 15, 1976.</td>
<td>Yes ___ No ___</td>
<td></td>
</tr>
<tr>
<td>b. Clinic Directors will distribute leaflet on birth control methods to all patients during period January 1-June 30, 1976.</td>
<td>Yes ___ No ___</td>
<td></td>
</tr>
<tr>
<td>c. The Production Unit will design three prototype posters.</td>
<td>Yes ___ No ___</td>
<td></td>
</tr>
<tr>
<td>d. By November 1, 1976, mobile van operators will have been trained in techniques for delivering family planning lectures.</td>
<td>Yes ___ No ___</td>
<td></td>
</tr>
<tr>
<td>e. A fifteen-minute filmstrip-tape show on benefits of a small family will be shown to 60% of village chiefs in Province A by agricultural extension agents between August 1 and September 15, 1976.</td>
<td>Yes ___ No ___</td>
<td></td>
</tr>
</tbody>
</table>

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4. Describe the relationship between communication goals, strategy, management activities, and management objectives.
The lack of specificity in the goal also gives the evaluator serious problems. What should be measured? How? Without the identification of type of measurement and time frame, the program evaluator will have to establish his own measures, and these may not be at all what the planner had in mind.

Exercise: Communication Goals

Listed below are several communication goals. Some meet the four criteria for setting communication goals. Others do not. For each goal, decide whether or not it meets all four criteria. If it does not meet all criteria, use the space provided to write in the criteria which the goal does not meet.

<table>
<thead>
<tr>
<th>Goal</th>
<th>Meets Criteria?</th>
<th>Criteria Not Met</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Increase public support for family planning</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>2. 40% of eligible couples in cities with a population of more than 100,000 will know where to obtain family planning services</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>3. 90% of civil servants above grade 5 will be able to explain the goals of the family planning program on a questionnaire mailed in June, 1976.</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>4. Create favorable attitudes toward spacing of children among married men, age 25-34, nation-wide.</td>
<td>Yes</td>
<td></td>
</tr>
</tbody>
</table>

Notes and Reactions

Use the space below to make notes on your reactions to the ideas in this unit. If you disagree with any of the ideas, or have other ideas, please make notes so that you may share your thoughts with others.
Answers to Self-Test

1. The two functions of management objectives are communication and measurement.

2. Management objectives should identify who will perform what action when.

3. a. No. Doesn't say who will perform the action.

   b. Yes.

   c. No. Doesn't say when action will be completed.

   d. No. Doesn't say who will perform action.

   e. Yes.

4. Communication goals, strategy, management activities, and management objectives can be related as a hierarchy which shows the logical relationships (and assumptions) connecting these elements of planning with each other.
STAGES OF PROGRAM DEVELOPMENT AND COMMUNICATION GOALS

You will recall that a first step in audience analysis is identifying the general stage of development of the family planning effort. The stage of development in turn determines the general category of audiences that has highest priority. These stages and audiences are summarized briefly below.

<table>
<thead>
<tr>
<th>Program Development Stages and General Audience Priorities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stage of Program</td>
</tr>
<tr>
<td>Early - Late Development</td>
</tr>
<tr>
<td>v. Audiences</td>
</tr>
<tr>
<td>-- Ready Acceptors --</td>
</tr>
</tbody>
</table>

As you can see in the table, general audience priorities tend to change as the program progresses. This does not mean, of course, that early audiences are abandoned. Rather it means that the focus of effort—or priority—tends to change. You will also notice that the special audience of current users enters the priority list early and continues on as the program develops.

As the priority audiences change, communication goals tend to change as well. Below are listed some "typical" communication goals for audiences at different stages of programs:

**Staff Audiences:**
- a. All provincial officers will be able to correctly explain the causes of population growth in the country at the end of a training seminar.
- b. Nurse supervisors will be able to correctly explain the side-effects of the IUD at an "end of a training" evaluation.

**Leadership:**
- a. A sample survey taken at the end of fiscal year 1975 will show that at least 75% of members of Parliament can correctly state the population growth rate of the country.
- b. 70% of provincial governors will indicate support for family planning by allowing the staff of the Family Planning Association to hold seminars for provincial civil service staff.
Objectives For This Unit

When you have finished the readings and exercises in this unit you should be able to:

1. Describe three alternative methods of scheduling planned activities.

2. Describe a basic program budget format.

3. List four potential barriers to plan implementation which should be anticipated during plan development.

Application Objectives

1. When given a set of plan activities and management objectives, you should be able to arrange these in a schedule using either the monthly work plan, time and effort chart, or network schedule.

2. When given management objectives and plan activities, you should be able to construct a program budget format for those activities.

3. Given a communication plan, you should be able to identify potential barriers to implementation.
INTRODUCTION

The first part of management planning is the setting of management objectives which reflect, in some detail, the activities that are to be implemented to bring strategy alive. Management objectives are a major contribution from the planner to the program administrator.

There are, in addition, three other major contributions that the planner can make to the implementation of plan activities. These are scheduling of activities, budget planning, and planning in anticipation of barriers to implementation. We shall discuss each of these planning activities in separate sections of this unit.

SECTION 1: SCHEDULING PLAN ACTIVITIES

One of the most difficult and interesting problems that planners of all types face is that of scheduling and coordinating large numbers of activities which, when taken together, make up a program. Planners must arrange program activities in a logical way, estimate the time and resources required to complete each activity, and keep constant watch on the schedule as activities unfold. The task, in other words, is to coordinate management objectives so that communication goals can be reached.

In this section we will look at three scheduling techniques: the monthly work plan, the time and effort chart, and network scheduling. These methods increase in difficulty of use, beginning with the monthly work plan—and they also increase in their usefulness to the manager. In general, the larger and more complex the communication program is, the more valuable, the more difficult scheduling techniques become. For very large and complex programs, a technique known as the Program Evaluation and Review Technique (PERT) is quite useful, and we will provide you with reference to a self-instructional text which teaches this technique as an optional learning exercise.

The Monthly Work Plan

The monthly work plan is the simplest scheduling technique. It is based on lists of management objectives or activities for the different major program elements of a communication program. These objectives are grouped together across program elements by the month in which they are to be carried out. When the time period for the achievement of a given objective exceeds one month,
the objective is listed in several monthly groups, and the expected stage of completion of the activities leading to the objective is indicated (for example, beginning, in progress, completed).

Below is an example of a monthly work plan for the development of a communication plan taken from a recent planning document in an African country.

Example: Monthly Work Plan

January, 1970

21 Marketing Research Agency will submit costs for a complete research program. They will also submit individual program costs including the symbol study and the study of elites. (Presentation with costs due 1st of February.)

22 Advertising Agency's draft design of symbols and slogans will be reviewed and a number chosen for further research. The advertising and market research agencies will be asked to consult on their working relationship. The Advertising Agency agrees to submit a total program proposal for a six-month period plus a one-year period, including program item costs, by February 5th.

February, 1970

1 Presentation due from Market Research Agency.

5 Presentation due from Advertising Agency.

15 Assuming that both presentations are adequate and preliminary funding has been received, Market Research Agency will begin the study of the symbol and slogan and the study of elites.

March, 1970

15 Results from the slogan/symbol study and the elite study will be available. On the basis of this information, Advertising Agency will undertake the design of the information program visual materials.
April, 1970

1 Program design due from Advertising Agency.

Assuming that funds have been made available, Market Research Agency will undertake the study of additional audiences. This study may be a country-wide program or limited to specific audiences as outlined in the audiences section.

15 Assuming that the program design has been approved, Advertising Agency will prepare a program schedule to launch an information program on July 1. The program will define audiences, messages, and media. Consideration will be given to what kind of consultant advice (such as from a journalist) is needed. Consideration will be given to launching the campaign with a family planning week, July 5 to 11.

June, 1970

15 Preliminary results anticipated from Market Research Agency study begun in April.

July, 1970

1 Information and Education Program is launched.

5 Proposed Family-Planning Week.

15 Full statistical tabulations expected from Market Research Agency.

September, 1970

1 Complete audience report due from Market Research Agency. Planning for the 1971 Program will begin. The two-month program (July and August) will be reviewed and evaluated.

15 A 1971 Information and Education Program will be completed and submitted to various agencies for funding considerations.
As you can see from this example, monthly work plans tend to be quite general, with little detail on program activities. This kind of schedule does enable the manager to stay aware of general progress towards completion of activities.

However, without more detail, it is difficult to decide whether the time estimates used as the basis for scheduling are realistic. It is also difficult to see how different activities relate to each other over time; for example, the activities of the Market Research Agency and the Advertising Agency. Moreover, the possible effects of a breakdown in any activity on other activities are difficult to see.

The Time and Effort Chart

The time and effort chart answers some of the questions that a monthly work plan does not. Basically, a time and effort chart uses a graphic presentation format to show how a number of activities relate to each other over time. An example of a time and effort chart taken from a family planning communication program is given below. Notice that this time and effort chart brings communication activities together with general family planning program activities, demonstrating how the activities are integrated.
## Example: Time and Effort Chart

### Time Table

<table>
<thead>
<tr>
<th></th>
<th>J</th>
<th>F</th>
<th>M</th>
<th>A</th>
<th>M</th>
<th>J</th>
<th>J</th>
<th>A</th>
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<th>O</th>
<th>N</th>
<th>D</th>
<th>J</th>
<th>F</th>
<th>M</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Training paramedical personnel to insert IUD</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td>2. Governmental issues oral pills and condoms</td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
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<td>3. First steering committee meeting</td>
<td>x</td>
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<td></td>
<td></td>
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<tr>
<td>4. Mass media campaign</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
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<td></td>
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<tr>
<td>5. Employ additional project staff</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<tr>
<td>6. Contract with doctors to provide IUD, tubectomy, and vasectomy</td>
<td>x</td>
<td>x</td>
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<tr>
<td>7. Contract with marketing agents for condom distribution</td>
<td>x</td>
<td>x</td>
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<td></td>
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<tr>
<td>8. Second steering committee meeting</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9. Employ fieldworker supervisors</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>10. Employ full-time fieldworkers</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>11. Mobile units arrive</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>12. Train nurse aids</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>13. Train mobile unit fieldworkers</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>14. Third steering committee meeting</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>15. Hire drivers for mobile units</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>16. First interim report</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>17. Training functionaries</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>18. Continuing mass media program</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>19. Complete inservice training of all personnel</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>20. Review of project by UN team</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>21. Follow-up survey</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>22. Fourth steering committee</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>23. Final report and plan for 1973</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
</tbody>
</table>
Let's test the effectiveness of this scheduling technique by asking some questions about the activities. Using the chart as a reference, answer the questions below:

1. Which month during the first six months of 1972 will be the busiest?

2. What is the relationship in time between the mass media campaign and the continuing mass media program?

3. What activities will be underway when the UN Project Review Team arrives?

4. What will happen if one of the activities in preparation for the mass media campaign is delayed?

Check your answers on page 122.
DESIGNING STRATEGY

A PROCESS MODEL OF COMMUNICATION PLANNING

PHASE 1

Choosing & Analyzing Audiences

- Planning
- Evaluation

PHASE V

Planning Activities

- Scheduling
- Budgeting
- Planning for Implementation

Setting Management Objectives

Setting Communication Goals
Objectives of this Unit

When you have finished the readings and exercises in this unit, you should be able to:

1. List four basic communication approaches to change;
2. List the two basic kinds of information used as the basis for creating messages (as given in the unit);
3. List five general types of messages;
4. Define what is meant by "source credibility";
5. List five steps in selecting communication media.

Application Objective

When given a priority audience, audience analysis data and a communication goal, you should be able to develop a communication strategy which includes choice of communication approach to change, appropriate messages, and channels.

Answers to Questions

Here are some possible answers to the questions on the Time and Effort Chart.

1. May appears to have the most activities (nine).

2. The mass media campaign ends in June 1972. The continuing mass media program begins one month later, in August.

3. When the UN team arrives, the following activities will be underway: 5, 9, 10, 12, 13, 15, 17, 18-23. They should have a full program!

4. Could you answer this question? We couldn't!

This scheduling technique is very helpful, but as we saw in question #4 it doesn't answer all questions.

Network Scheduling

Our third scheduling technique begins to help the manager answer questions like question 4. This technique is called network scheduling. Like the time and effort chart, it uses a graphic presentation technique to show how activities relate to each other over time. It adds, however, an additional and important feature: it shows how completion of one activity is dependent on the completion of earlier activities, and how this activity in turn is necessary for the completion of future activities. The major utility of network scheduling is in helping the planner decide when an activity must begin and end in order for other activities which depend on it to be completed in time. Thus network scheduling is a dynamic tool.

Basic Concepts

Network scheduling is based on two basic concepts that are used to plan work: the event and the activity. These are defined below.

Event: The start or completion of a task. An event is not the actual completion of a task. Here are some examples of events:

Leaflet design begun
Leaflet design completed
Communication program completed
Pretest data analysis complete
Poster production begun
INTRODUCTION

Thus far in the module we have discussed the planning process and introduced a model of communication planning as a guide to thinking about steps to take in developing a program. The model is based on analysis of audiences, which was the subject of Unit II. You will recall that audience analysis serves two related purposes. The first purpose is that of choosing priority audiences from among the large number of potential groups in the society. The second purpose of audience analysis is the development of information as the basis for communication goal setting and strategy development. We discussed goal setting in the previous unit, and in this unit will move on to consider Phase III of the model: communication strategy development.

Many experts consider audiences and goals to be an integral part of strategy. We do not disagree with this position. Clearly, our planning model bases both goals and strategies on the audience. In this sense, then, audience and goals are part of strategy.

However, we find benefit in thinking about the process of creating strategy as somewhat separate from the processes of audience analysis and goal setting. In reaching communication goals for priority audiences, the process of combining a communication approach, a series of change-oriented messages, and effective channels is the most creative part of communication planning. It is a process which, we believe, comes after goals have been set, at least initially. Although it is a process that depends on the information developed through audience analysis, it can be studied, and implemented, somewhat separately from audience analysis and goal setting, provided planners recognize that in the end the total strategy includes audiences and goals. Goals are set, then strategies to reach them developed, implemented, evaluated, and perhaps changed.

In this unit we will discuss three interrelated aspects of communication strategy development: choice of a communication approach for change, development of messages, and selection of communication channels. Although we will discuss each in turn, we recognize that in reality the development of strategy is a continuous, interrelated process in which the planner switches from one component of strategy to another, seeking to adjust the elements to each other in order to come up with an integrated strategy whose parts fit with each other and which is feasible given the resources available.

Activity: The actual completion of a task. Activities consume time and resources, and link events together. Here are some examples of activities:

Design leaflet
Implement communication campaign
Analyze pretest data
Produce posters

Because the difference between an event and an activity is basic to using network scheduling, check your understanding by identifying the following as either an event or an activity:

write radio scripts
train fieldworkers
start pretesting
conduct field survey
first draft of radio script completed
mass media campaign begins

Check your answers on the next page.
Finally, we must warn the reader that this unit assumes understanding of the basic processes of communication and of alternative communication approaches to change.*

CHOOSING COMMUNICATION APPROACHES TO CHANGE

While communication as a process can be studied and described in general terms, there are variations or "approaches" to the use of communication for change. In general, these approaches can be categorized under four general approaches: Information Transmission, Instruction, Persuasion, and Dialogue. Each of these approaches uses basic processes of communication in different ways to achieve different kinds of change in the audience. Put another way, these approaches differ in their effectiveness in achieving change of different kinds.

Let's review briefly the major approaches to the use of communication for change in terms of the type of change that one can reasonably expect using each approach, and the relative difficulty (with cost implications) of each approach.

<table>
<thead>
<tr>
<th>Communication Approaches to Change</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Information Transmission</strong></td>
</tr>
<tr>
<td>Characterized by heavy flow of messages to general audiences; people assumed to select and decode messages in same way; heavy use of slogans; planning focused on channels.</td>
</tr>
<tr>
<td>Type of Change in level of awareness of factual information. Such as: what family planning is; what the names of different methods are; that other people use contraception; that the government supports family planning.</td>
</tr>
<tr>
<td>Difficulty and Cost</td>
</tr>
<tr>
<td>Relatively the easiest approach to use. Requires least investment in audience analysis. Results usually not particularly effective unless audience &quot;ready&quot; to select and decode message.</td>
</tr>
</tbody>
</table>

If you are not familiar with these topics, we suggest you review D. Lawrence Kincaid with Wilbur Schramm, *Fundamental Human Communication: A Professional Development Module*. Honolulu: East-West Communication Institute, 19570.

If you got all the answers correct, you are ready to go ahead. Remember, an event is the start or completion of a task; an activity is the actual completion of a task, consumes time and resources, and links events together.

If you missed several questions, you might want to review the definitions and examples again before going ahead.

**Identifying and Ordering Events**

The first step in constructing a network schedule is to identify the events in the program that are important and meaningful. This task is the heart of network scheduling, and requires careful thinking by the planner. Events can be identified from management objectives. This will help the planner identify important events. Whether an even is important or not, however, depends on the judgment of the planner. Some planner prefer events like "Poster Production Begins" and "Poster Production Completed." Other planners would prefer to break these down into even smaller events, such as "Poster Paper Ordered," "Poster Paper Arrives," "Printing Plate Design Begins," "Printing Plate Design Completed." The choice of events is based on those points in the flow of the program that are important to you.

Once the planner has identified the important events in his program, he lists them in logical order according to what comes first, what comes second, and so on. In ordering events, the planner will group events together that are related. He will, for example, put events connected with leaflet production together, events connected with radio programs together, and so on. Here is an example of event lists for two program components. Notice that we have numbered the events. This will make it easier for us to put them into a network.
3. Persuasion: Characterized by expected negative position of audience on issue. Objectives usually not clearly stated or shared with audience. Emphasis on appeals and on getting people to adjust, then rewarding them. Based on thorough analysis of audience characteristics, value systems; emphasis on communication source. Channels of secondary importance.

4. Dialogue: Characterized by mutual change; shared experience of a mutual problem; listening to alternative points of view; searching for valid points in other person's position.

Notice in this example that an event has been identified which requires the completion of events in both groups: "Pretested leaflet and radio script approved."

Putting Events Into A Network

Once events have been identified and put into logical order, the planner can begin to construct his network schedule. The first step is to draw a network showing the relationships between events in terms of what comes first, second, and so on.

For our example above, the first network would look like this. Events are shown by a circle, and connected by arrows representing activities.

When the planner has drawn his first network, he has begun the process of identifying which of his events are predecessor events (those that come first) and successor events (those that follow). Many events are both predecessor and successor events. He then makes an estimate of the time required to complete the activity that links the events. Let's continue with our example.
We must emphasize that the descriptions of the four general approaches given above are very general, and that the planner will want to make sure that he understands each thoroughly before using the approaches in the planning process. We would also emphasize that the approaches overlap in many ways. Information transmission, for example, is a component of the three other approaches. Persuasion and instruction have many common elements. All approaches can be used to increase awareness and knowledge, although persuasion and dialogue may not be necessary if changes in awareness alone are desired.

However, for purposes of strategy creation, this typology can be useful. It is primarily helpful to the planner in deciding which general approach best fits with the audience, and desired changes in the audience, that he has identified.

We are introducing at this point a Strategy Development Matrix which can be helpful in summarizing in one place the large amount of information that goes into strategy creation. The form as shown below contains some sample information and an initial choice of communication approach for a priority audience. Study this Matrix carefully. You should be able to see how the planner has used information developed through audience analysis to reach decisions on goals and on communication approaches. These data describe the following general situation. Initial awareness of family planning among these young couples is high (85%), although knowledge of how modern contraceptive methods are used is low, especially among men. There is strong son preference, especially among males. This is supported by a belief that sons are needed for agricultural labor, and by the opinion of parents of the couples.

Group 1: Leaflet Production

<table>
<thead>
<tr>
<th>Predecessor Event</th>
<th>Successor Event</th>
<th>Activity</th>
<th>Time Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Leaflet illus-</td>
<td>3 Leaflet draft</td>
<td>Illustration</td>
<td>2 weeks</td>
</tr>
<tr>
<td>tration design</td>
<td>completed</td>
<td>design</td>
<td></td>
</tr>
<tr>
<td>2 Leaflet text</td>
<td>3 Leaflet draft</td>
<td>Write text</td>
<td>3 weeks</td>
</tr>
<tr>
<td>writing begun</td>
<td>completed</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3 Leaflet draft</td>
<td>4 Pretest of</td>
<td>Pretesting</td>
<td>2 weeks</td>
</tr>
<tr>
<td>completed</td>
<td>leaflet draft</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4 Pretest</td>
<td>8 Pretested</td>
<td>Approval</td>
<td>1 week</td>
</tr>
<tr>
<td>completed</td>
<td>leaflet and</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>script approved</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Group 2: Radio Production

<table>
<thead>
<tr>
<th>Predecessor Event</th>
<th>Successor Event</th>
<th>Activity</th>
<th>Time Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 Radio script</td>
<td>6 First draft</td>
<td>Script</td>
<td>4 weeks</td>
</tr>
<tr>
<td>writing begins</td>
<td>of script</td>
<td>writing</td>
<td></td>
</tr>
<tr>
<td></td>
<td>complete</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6 First draft of</td>
<td>7 Pretesting</td>
<td>Pretesting</td>
<td>3 weeks</td>
</tr>
<tr>
<td>script complete</td>
<td>of script</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>complete</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7 Pretesting of</td>
<td>8 Pretested</td>
<td>Approval</td>
<td>1 week</td>
</tr>
<tr>
<td>script complete</td>
<td>leaflet and</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>script approved</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The planner will obtain his estimates from people who are expert in the required activities.

With events, activities, and time estimates ready, the planner can begin to construct his network schedule. We show how our example events and activities can be put into a network on the next page. Events are shown by 〇, and activities connecting events by ——. The numbers of events are given in the circles ①. The amount of time required to complete an activity is shown by the length of the ——. This changes the shape of the first network to reflect time relationships.
In constructing our network schedule, we began by deciding which activity groups would require the most time to complete, and how long this would take. In this example the radio production group took longest—8 weeks. We found this time by following the path from event to event.

You can see that for the leaflet production group, there are two paths. $\text{2} \rightarrow \text{3} \rightarrow \text{4} \rightarrow \text{8}$ and $\text{1} \rightarrow \text{3} \rightarrow \text{4} \rightarrow \text{8}$. The first of these takes 6 weeks; the second, 5 weeks.

From this example you can begin to see how helpful network scheduling can be. Let's ask a few questions about the network to check its effectiveness. We will begin by asking the kind of question we couldn't answer with the time and effort chart.

1. What will happen if the pretest of the leaflet is completed one week late (event 4)? What could the manager do if he found out that there would be this delay at the end of the first week of operations?

2. Which activity should be begun first in order to complete the sequence of events within eight weeks?

3. Which activity can be delayed for three weeks from the beginning?

Check your answers on the next page.
Answers....

1. A one week delay in the leaflet pretest will delay the completion of approval of the pretested leaflet and script (event 8) by one week. If the manager found out about the delay at the end of week 1 he could begin leaflet illustration and text writing a week earlier, moving events 1 and 2 each back one week, thus completing the total of activities within the minimum time.

2. Radio script writing.

3. Illustration design for the leaflet begun.

You can see that these questions and answers can be important to successful management of programs.

For a relatively simple set of activities such as the ones used in the example above, a network schedule is probably not necessary. Most managers can keep track of the amount of information contained in the network without too much difficulty. For larger, more complex sets of activities, however, this is not so easy, and the network can be very helpful.

In the next pages you will have a chance to construct a network schedule for a more complex set of events and activities. As you complete the exercise, remember that the steps in constructing a network schedule are:

1. Put events in logical order: construct a tentative network.
2. Identify which are predecessor and successor events.
3. Identify the activities that link events together.
4. Make estimates of the time required to complete each activity.
5. Put events and activities into a network which shows the time relationships between events.

Exercise: Developing A Network Schedule

Instructions: Below are listed 25 events in a communication campaign (Family Planning Month). The events are not in logical order. You should first list the events in logical order. It may help you to think of event number 1, "F. P. month production began," as the beginning event for all other events, and event 25, "F. P. month activities completed," as the last event.
When you have put the events in logical order, identify the activity groups (we'll give you a hint: there are three groups). Then draw a tentative network showing the relationships among the events. Use the pages provided below for your work, then check your network against ours.

25 IEC Events

<table>
<thead>
<tr>
<th>Number</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>F. P. month production began</td>
</tr>
<tr>
<td>2</td>
<td>final draft of leaflet printed</td>
</tr>
<tr>
<td>3</td>
<td>pretest of leaflet completed</td>
</tr>
<tr>
<td>4</td>
<td>first draft of leaflet printed</td>
</tr>
<tr>
<td>5</td>
<td>leaflet distribution plan completed</td>
</tr>
<tr>
<td>6</td>
<td>leaflet distributed to field workers</td>
</tr>
<tr>
<td>7</td>
<td>illustration design of leaflet completed</td>
</tr>
<tr>
<td>8</td>
<td>writing of leaflet content completed</td>
</tr>
<tr>
<td>9</td>
<td>revisions of content and illustrations of leaflet completed</td>
</tr>
<tr>
<td>10</td>
<td>first draft of leaflet approved</td>
</tr>
<tr>
<td>11</td>
<td>pretest of radio spot completed</td>
</tr>
<tr>
<td>12</td>
<td>revisions of radio spot completed</td>
</tr>
<tr>
<td>13</td>
<td>distribution of radio spot to radio stations completed</td>
</tr>
<tr>
<td>14</td>
<td>radio stations contacted for purchase of time</td>
</tr>
<tr>
<td>15</td>
<td>script writing for radio program completed</td>
</tr>
<tr>
<td>16</td>
<td>discussion of radio script completed</td>
</tr>
<tr>
<td>17</td>
<td>first draft of radio spot recorded</td>
</tr>
<tr>
<td>18</td>
<td>TV stations contacted to obtain air time</td>
</tr>
<tr>
<td>19</td>
<td>pretest of videotape of TV spot completed</td>
</tr>
<tr>
<td>20</td>
<td>final TV spot production completed</td>
</tr>
<tr>
<td>21</td>
<td>test version of TV spot completed</td>
</tr>
<tr>
<td>22</td>
<td>discussion of script of TV spot completed</td>
</tr>
<tr>
<td>23</td>
<td>script of TV spot completed</td>
</tr>
<tr>
<td>24</td>
<td>distribution of TV spot to TV stations completed</td>
</tr>
<tr>
<td>25</td>
<td>F. P. month activities completed</td>
</tr>
</tbody>
</table>

129
In this situation the planner has set three goals. First he focuses on men with an information goal: he wants them to be aware of the recent drop in infant mortality. Secondly, he has set a knowledge goal for both men and women. Third, he has set as a goal a change in the son preference value. Finally, noting the possible lack of agreement between men and women regarding son preference, he has set a dialogue goal to increase understanding between husbands and wives.

Clearly, all of these goals are related. However, as he begins to develop strategy to reach these goals, the planner has recognized that different communication approaches are required for each goal. This decision will influence the creation of messages and selection of channels which will complete the development of a strategy for this audience.

The decisions reached by the planner on this example might be different from those you would make. In particular, a different planner might set different goals. This is why goal setting is often considered the heart of planning, and is why consultation in goal setting is especially important. If the goals set by the planner do not meet with the approval of key people and groups, it will be difficult for the planner to acquire the support and resources needed.

As a final note, we would direct your attention to the sources of information shown at the bottom of the matrix. Our examples are few, but we hope they do begin to illustrate the variety of data sources that the planner can draw on in addition to the traditional KAP and census data: Anthropological study, special sample surveys, data in other Ministries, and reports from people in the program (fieldworkers). There is a large number of other sources to be considered as well.

In the next two sections of this unit we will move ahead to fill in the remaining two columns of the strategy matrix as we consider the problems of message creation and channel selection.

Use the space below to put the events in logical order.
behavior most affects the problem, we must begin thinking about what to say to our audience. This is the problem of message construction.

Information for Message Construction

When we construct messages for family planning we look at two sources of information. The first of these is the kind of change desired in the audience. Is it increased knowledge regarding family planning practice? Is it motivation of well-informed couples who do not use contraception—even though they know how and where to get services? Is it increased support for our program from political leaders? Depending on the type of change desired, the kind of message created will be different.

The second source of information is the audience. What are the characteristics of groups of similar people whose behavior will affect the problem? How will these characteristics determine the way in which they “decode” our message—and act or fail to act in response? Particularly important characteristics are causes of fertility behavior and communication behavior. For example, we would not communicate the following kind of message to an urban low-income family where the father worked in a factory: “Have a small family and leave more land for each of your sons.” At the same time, we probably would not expect to motivate a rural audience, with no reasonable expectation of getting all their children even to three years of primary school, with a message like: “Children from small families go on to college, and earn much money.”

The causes of fertility behavior and the way in which people within the audience communicate with each other are critical sources of information for message creation. Because information on the causes of fertility behavior provides a deeper explanation of why people behave as they do, it is often more helpful than descriptive KAP data in devising messages which may be meaningful to the audience. Information about how people in the audience communicate among themselves is critical to the form our messages take. If, for example, people in the audience are used to discussing abstract concepts in the form of parables (stories with a moral), this form may be an appropriate one for our messages to take.

Optional Reading

Before completing this section, you may want to review D. Lawrence Kincaid with Wilbur Schramm, *Fundamental Human Communication*, Unit I.
Message construction is a complex and creative task, and even with good information of the kind discussed above, we may still make mistakes in constructing messages. It is therefore absolutely necessary that messages be pre-tested to see what effect they have on a particular audience. Unless our messages are pre-tested, we may find that they are being decoded by our audiences in such a way as to make them less likely to use family planning services!*

Types of Messages

Messages in family planning communication programs can be classified in several ways. Perhaps the simplest and most useful is the one developed by Dr. Wilbur Schramm.

*For some ideas on how to pre-test, see Iqbal Qureshi and D. Lawrence Kincaid, Pretesting Family Planning Communication: A Professional Development Module. Honolulu: East-West Communication Institute, 1975.

Now, use the space below to draw your tentative network. (Remember, at this stage you are not yet concerned with time estimates for activities.)

Now turn the page and check your network against ours.
Categories of Family Planning Messages

What (the concept of family planning explained and made familiar) - appeals to use family planning based on why family planning helps the family:

How (explain how contraceptive methods work, as well as advantages and disadvantages of each type):

Where and When (times and places where services can be obtained):

Who (provide reinforcement and reassurance to current users by providing endorsement by leaders, physicians, other current users):
Other Kinds of Messages:

Of all the categories of messages, the "Why" category is most difficult—and often most important. Into this category go messages which are designed to persuade individuals to adopt family planning.

Because construction of persuasive messages, or "appeals," is so complex, we cannot go into much detail on the problem in a module on planning. In constructing these messages the planner will want to consult with a number of people with understanding of the characteristics of his audience and of message construction.

Optional Reading


Sources of Messages

Most communicators are aware that who communicates a message is as important as what is said. Selecting a communication source for a given message or set of messages is an important part of the total message creation process.
While communication research has led to a number of findings about communication source, perhaps the most important finding has to do with the extent to which the audience believes in the source (this is often called "source credibility"). The two major components of credibility are:

**Expertise:** to what extent does the audience perceive the source as having the knowledge or ability to present a message about family planning.

**Trustworthiness:** to what extent does the audience perceive that the source can present a message honestly and without bias.

Clearly, selecting a communication source will require information about how a particular source is perceived by the audience. It is important to note that this is often not the same thing as information about how the source is perceived by the planner. Like other components of communication planning, source selection requires information about the audience.

A Case From Experience

Like all aspects of communication planning, message selection is a difficult process, requiring what often seems to be an endless amount of information. It is helpful to look at how messages are developed in the real world to maintain a realistic and practical view of message creation.

The case example described below is an integral part of this unit. You are encouraged to read it carefully, following the suggested procedures.

**Case Example: Message Construction**

Whilma Lewis Donald has written an excellent description of the process through which family planning messages have been created in Trinidad and Tobago. Mrs. Donald is the Health Educator for the Population Program in that country.

As you read the case, look for answers to the following questions:

1. What kinds of information was used to create messages?
2. How and why did the types of messages change from year to year?

Now that you have checked your network against ours, you may have arrived at a slightly different network. This is a perfectly legitimate aspect of network development. The exact shape of a network is a matter of judgment. You should, however, have identified the three activity groups of leaflet, radio, and TV production, and have put events in pretty much the same order.

Now that you have put the events in logical order, and drawn a tentative network, the next step is to identify successor and predecessor events and make time estimates for activities. We will help you along with this process by providing the time estimates. The table below is based on our tentative network, and gives time estimates for activities in terms of days required.

<table>
<thead>
<tr>
<th>Predecessor Event</th>
<th>Successor Event</th>
<th>Activity</th>
<th>Time Required (days)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>8</td>
<td>writing leaflet content</td>
<td>3</td>
</tr>
<tr>
<td>1</td>
<td>7</td>
<td>designing leaflet illustration</td>
<td>2</td>
</tr>
<tr>
<td>8</td>
<td>10</td>
<td>discuss leaflet design</td>
<td>2</td>
</tr>
<tr>
<td>7</td>
<td>10</td>
<td>discuss leaflet content</td>
<td>1</td>
</tr>
<tr>
<td>10</td>
<td>4</td>
<td>print first draft of leaflet</td>
<td>4</td>
</tr>
<tr>
<td>4</td>
<td>3</td>
<td>pretest leaflet</td>
<td>4</td>
</tr>
<tr>
<td>3</td>
<td>9</td>
<td>change content of leaflet</td>
<td>4</td>
</tr>
<tr>
<td>9</td>
<td>2</td>
<td>print final draft of leaflet</td>
<td>7</td>
</tr>
<tr>
<td>2</td>
<td>6</td>
<td>distribute leaflet</td>
<td>15</td>
</tr>
<tr>
<td>6, 13, 24</td>
<td>25</td>
<td>F. P. month activities</td>
<td>30</td>
</tr>
<tr>
<td>7</td>
<td>5</td>
<td>design distribution plan</td>
<td>1</td>
</tr>
<tr>
<td>5</td>
<td>6</td>
<td>distribution of leaflet</td>
<td>15</td>
</tr>
<tr>
<td>1</td>
<td>15</td>
<td>write radio script</td>
<td>3</td>
</tr>
<tr>
<td>15</td>
<td>16</td>
<td>discuss radio script</td>
<td>1</td>
</tr>
<tr>
<td>16</td>
<td>17</td>
<td>record first draft of radio spot</td>
<td>1</td>
</tr>
</tbody>
</table>

135
<table>
<thead>
<tr>
<th>Predecessor Event</th>
<th>Successor Event</th>
<th>Activity</th>
<th>Time Required (days)</th>
</tr>
</thead>
<tbody>
<tr>
<td>17</td>
<td>11</td>
<td>pretest radio spot</td>
<td>3</td>
</tr>
<tr>
<td>11</td>
<td>12</td>
<td>change radio spot</td>
<td>2</td>
</tr>
<tr>
<td>12</td>
<td>13</td>
<td>distribute radio spot</td>
<td>5</td>
</tr>
<tr>
<td>15</td>
<td>14</td>
<td>contact radio station for spot time</td>
<td>6</td>
</tr>
<tr>
<td>14</td>
<td>13</td>
<td>distribute radio spot</td>
<td>5</td>
</tr>
<tr>
<td>1</td>
<td>23</td>
<td>write TV script</td>
<td>5</td>
</tr>
<tr>
<td>23</td>
<td>22</td>
<td>discuss TV script</td>
<td>1</td>
</tr>
<tr>
<td>22</td>
<td>21</td>
<td>produce TV spot on videotape</td>
<td>10</td>
</tr>
<tr>
<td>21</td>
<td>19</td>
<td>pretest TV spot</td>
<td>6</td>
</tr>
<tr>
<td>19</td>
<td>20</td>
<td>produce final TV spot</td>
<td>45</td>
</tr>
<tr>
<td>20</td>
<td>24</td>
<td>distribute TV spot</td>
<td>5</td>
</tr>
<tr>
<td>23</td>
<td>18</td>
<td>contact with TV station</td>
<td>5</td>
</tr>
<tr>
<td>18</td>
<td>24</td>
<td>distribute TV spot</td>
<td>5</td>
</tr>
</tbody>
</table>

Now, using the space and the scheduling forms provided, take your tentative network and modify it to include the time required for activities. We have provided several forms for you to use (it always takes a little practice to get the drawing right!). When you are satisfied with your schedule, check it against our answer.

**Before You Begin**

Here's a helpful hint. Begin by deciding which activity group requires the most time to complete by adding up days required to complete all activities along the longest path in the network for that activity group. Draw this path in first, then add other paths. When you draw in other paths, you will find that you will need to use broken lines (---) occasionally to connect events with the last event in the longest path to show that the time required is less than is indicated by the space between events. On the following page is an example.
SELECTING MEDIA

The planner who has selected and analyzed audiences, set goals, chosen a communication approach and constructed messages still must find a way to get the message to the audience. He must consider the extremely large number of alternative media or "channels" for communication, and select the ones which are most appropriate.

Very often he will find that, in the process of selecting media, he will have to modify his audience selection and the form, if not the content of his message. It is at this stage of planning that the planner begins "looping back" to his earlier work to reconsider some decisions made. He begins adjusting the elements of communication strategy--audience, goal, communication approach, messages and media--to fit with each other. In many ways, the process is similar to getting an automobile engine to run smoothly. Several parts of the engine must be carefully adjusted together: the carburetor, the spark plugs, and the ignition timing. If any one of these is not working properly, the entire engine runs poorly. If all three are well adjusted to each other, the engine pulls us smoothly to our goal (or at least in that general direction!).

A number of communication experts have studied the large number of media available to planners, and have compiled lists of these channels. These lists will of course be different from country to country--and even within countries, according to the characteristics of the geographical area. Nevertheless, it's a good idea to study one of these all-inclusive lists to get an idea of the range of channels that can be used.

The time represented by the dotted line (between events 2 and 3) represents "slack time" in the network. The presence of slack time indicates that there is extra time for the completion of the activity between the events. It further indicates that, in fact, this extra time exists for all the activities in that particular path. (We will discuss slack time in more detail later on in this section.)
As you can see, list of communication channels can be very long! How does the planner select channels from within this long list (or better, from the list he has compiled in his local area)? Take a few minutes to review your work so far in the module and to think about (1) what the planner knows at this point in the process of developing a plan; and (2) about what information he might need in order to make good choices of media. Write your thoughts down in the space below, then continue with the module.

### Thoughts on Selecting Media

You have probably listed many of the criteria for use in selecting media that are described below. Here is our list, given as steps to take in selecting channels.

<table>
<thead>
<tr>
<th>Activity Group</th>
<th>Time (days)</th>
</tr>
</thead>
<tbody>
<tr>
<td>5</td>
<td>10</td>
</tr>
<tr>
<td>15</td>
<td>20</td>
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<tr>
<td>20</td>
<td>25</td>
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<tr>
<td>95</td>
<td>100</td>
</tr>
<tr>
<td>100</td>
<td>105</td>
</tr>
</tbody>
</table>
Steps in Selecting Media/Channels

I. List the channels that reach your audiences.

There are a number of questions to be asked in making this list for each audience. What proportion of the audience own radios? Televisions? What is the literacy rate in the audience? What is the circulation of newspapers and magazines? Which newspapers and magazines are most popular? Are there education programs operating within the target group, such as literacy classes, community development programs, agricultural extension efforts? Are there forms of traditional media, such as puppet shows, plays, musical performances, etc., that are popular in the target group?

2. Evaluate each medium in terms of the communication approach being used.

Which approach is being used—information transmission, learning, or persuasion? For informing the audience, various forms of mass media may be appropriate, such as radio, billboards, posters and so on. Is the message primarily a learning message? If we want people to know how family planning methods work, channels which permit group discussions, or fieldworker visits, may be appropriate. Radio and television can also be useful in this context if some form of drama or skit which enables the audience to participate in the learning experience is utilized. If a dialogue approach is being used, channels which permit discussion and analysis of the benefits and costs of family planning are generally more effective. These include various forms of adult education, school population education, fieldworker visits, and so on.

3. Determine whether the media are available.

By listing the media reaching the audience, and evaluating each in terms of the nature of the message, the planner will have narrowed down the range of channels he might use. He must then ask which of these channels are really available to me? Very often the use of channels requires the active cooperation of other organizations or individuals. This is not always available. The agricultural extension service may not be willing to include family planning messages in their work. Radio and television stations may have policies against "controversial" subjects. If a particular channel is not readily available to the planner, he faces an important decision. Should he develop a communication campaign designed to make the channel available? Or should he eliminate it as a possibility and select another medium? Occasionally, the planner even considers the possibility of developing his own channel. He may, for example, try to build up a network of adult population education classes.

I. Determine cost-effectiveness of available media.

A key piece of information for the choice of media is the cost. This is very often calculated as the cost per person exposed to a message once, or the cost per 10.
Research tells us, for example, that face-to-face communication (interpersonal communication) is generally more effective in persuading individuals to adopt family planning than mass media communication. Face-to-face communication, however, is generally much more expensive in terms of cost per person reached than mass media. But interpersonal communication may be more cost-effective in terms of achieving the objective: adoption of contraception.

Thus a key concept in cost-effectiveness is the measure of effectiveness used in the goal statement. There are a number of possible measures, and the choice of measures depends on the objective of the communication effort. Is the objective one of "knowledge" of family planning? Then the measure of effectiveness is increase in knowledge. Is the objective one of "favorable attitudes" towards family planning? Then the measure is one of attitude change. Is the objective increasing the number of acceptors? Then the measure is obviously increase in the number of acceptors.

Once the objective and measure have been determined, the problem becomes one of measuring the comparative cost-effectiveness of various media. Let's look at an example of comparative cost-effectiveness of media from Taiwan.

Example of Comparative Cost-Effectiveness

In 1971, IEC planners in Taiwan were considering whether to use radio or television for a "what" category of message designed to reach the general public to inform them what family planning was. They knew from surveys that 59% of the audience watched television, and 60% listened to radio. Hence coverage was essentially the same. They also knew that cost per minute of television time was very much higher than the cost per minute of radio time. Hence it appeared, initially, that radio should be used.

However, when they looked at the question of media organization, they found that full coverage of the audience could be achieved through two television stations. To obtain full coverage of the audience through radio, message time would have to be purchased from ninety-two radio stations. What did this mean? Well, it meant that total cost for radio messages would be the cost per minute multiplied by the ninety-two stations. The cost for television would be multiplied only by two stations. Thus, even though the cost per minute for television was higher than radio, the total cost for television would be much less. Therefore, because the planners believed that television would be at least equally effective as radio in conveying the message, they chose television as the medium.
5. Use several channels.

Research in the diffusion of innovations (new ideas and practices) tells us that a combination of mass and interpersonal communication is most effective in persuading people to adopt new practices such as family planning. Why is this? Mass media have been shown to be effective in increasing knowledge about family planning, and interpersonal communication in persuading people to adopt new practices. Since our audiences are likely to be made up of individuals at different stages of adoption—some will need knowledge, others persuasion, others both—using a combination of channels increases the likelihood that all will be reached with the necessary form or message.

Interpersonal communication can support and multiply the effects of mass communication by making discussion of ideas and information presented through mass media possible. Interpersonal communication can also serve to draw the individual's attention to messages being sent through the mass media. A field-worker, for example, might ask a potential acceptor to "listen to the radio on Thursday evenings for more information on family planning."

The mass media, in turn, can "legitimize" the messages communicated through interpersonal communication. Research indicates that one of the primary functions of mass media is to increase the credibility or amount of belief that people give to various messages. This reinforcing effect can be quite important.

In short, whenever resources are sufficient, the planner should attempt to reach his audiences through several media. He should seek to use both mass and interpersonal communication.

These five principles of media selection can serve the planner as a rough guide to decision-making. Always, however, there will be local conditions which will affect media choice. Some of these conditions will be administrative, others political. The reality of field conditions will make it difficult for the planner to make the ideal media choice. Yet as planners we must always do our best to put together the most effective program, and the choice of media is an important component of any program.


Network Schedule Form

| Activity Group | 5  | 10 | 15 | 20 | 25 | 30 | 35 | 40 | 45 | 50 | 55 | 60 | 65 | 70 | 75 | 80 | 85 | 90 | 95 | 100 | 105 |
|----------------|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|
A Case Study

Let's look at a short case example which illustrates some of the difficulties involved in selecting media.

Case Example: Selecting Media

The Situation:
Ashram, the head IEC planner in the country of Wherarwi, is in the process of planning his national program. So far he has come to the following conclusions on a problem, its causes, the appropriate audience, and a possible message:

Problem:
Province A has been unable to meet the acceptor targets set for it each year for the past several years. Acceptor targets for the provincial capital and two large towns have been achieved but performance in the rural area is very poor.

Causes:
Ashram commissioned a study team to investigate the problem in Province A. The team met with local leaders, with the governor of the province, and with local family planning program personnel. The team also studied the results of a survey of the knowledge, attitudes, and practices of rural women regarding family planning completed last year. The team reports that most women know about family planning and want to have smaller families, but that their husbands are opposed. Husbands do not like family planning because they believe it leads to immoral behavior by women.

Audience:
The primary audience for this problem is the husbands of women in the rural areas of the province. They are mostly poor farmers with little education. The literacy rate is about 20%.

Approach:
Men need to be persuaded.

Message:
After discussing the matter at length with the study team, Ashram has tentatively decided on a message which emphasizes the responsibility of a virtuous wife to raise happy and healthy children, and the ways in which family planning can help the wife accomplish this moral task. He hopes to find some men in the province who practice family planning and who are typical of most men in all other ways. These men will be used as credible sources to communicate the message. It is doubtful if more than ten or twenty such men can be found.
Your network schedule may not have been exactly like ours, but the chances are that it is quite similar. Let's take a few minutes to discuss some of the implications of our schedule.

The first implication is that the television activity group takes a little over 100 days to complete (102 days to be exact). This is the path \( 1 \rightarrow 23 \rightarrow 22 \rightarrow 21 \rightarrow 19 \rightarrow 20 \rightarrow 24 \rightarrow 25 \). We often call this the critical path, because any delay in completing activities on this path will delay the completion of the final activity—in this case Family Planning Month activities. Thus this path should receive the most careful monitoring by the manager.

Second, slack time exists in all other paths. There are two implications from this slack time for the manager. The first is that it may be possible to take resources away from the activities of these slack paths and apply them to the critical path. For example, radio script writers and producers might be made available to help with television activities. This might make likely that activities on the critical path would be achieved in time. It would also mean that resources would be taken away from radio activities, thus requiring more time for their completion. However, this would be acceptable so long as all slack in the radio paths is not taken up.

The second implication is that the planner or manager might want to begin television activities much earlier than radio or leaflet activities. You will notice for example, that while the time estimate for the activity of family planning month (events \( 6 \rightarrow 25 \)) in the leaflet path is 30 days, almost 60 days are available for this activity if leaflet activity is begun at the same time as radio and TV. Thus the planner might decide to start leaflet work 20 to 30 days after television work begins. A similar analysis can be made for the radio path, where even more slack time is available. If the manager has to decide when to begin different activity groups, this kind of information is invaluable.

Network Scheduling's Big Brother

Network scheduling has a big brother that is much more powerful and, at the same time, more difficult to use. This is Program Evaluation and Review Technique (PERT). PERT uses the same basic concepts as network scheduling—events, activities, critical path—but adds statistical techniques for estimating the probability of completion of activities in a given time period. It also enables you to trace the effects of changing time estimates (for example, by shifting resources) on the entire network, including identifying if a new critical path has been established, with considerable accuracy.
If you are interested in learning PERT, we suggest you complete the programmed text below.

A Programmed Text on PERT


SECTION II: THE PLANNING BUDGET

Having a well-thought-out strategy and a schedule for the activities and events of implementation is only part of the planning process. Resources necessary to accomplish the activities must be budgeted. In this section we will discuss a budget planning technique which helps the planner and the manager in the critical task of "Resource Estimation and Control."

Resource Estimation and Control

Why are we using a big phrase, "resource estimation and control," when a little word, "budgeting," would do? The answer is quite straightforward, and you probably know what it is. Budgeting usually refers to planning for the expenditure of money. Resource estimation, on the other hand, means planning for the expenditure of two additional resources. These are, of course, people and time. "Control" means planning to use resources correctly as the program unfolds.

Regardless of the format the planner has used for scheduling the activities of his communication effort, it is usually helpful to estimate what each activity will require in terms of money, people and time.

If the planner has built a network schedule (or a PERT Chart) for his activities, he has already made some careful estimates of time required to complete certain tasks. In establishing these estimates, he has had to take into account the money and people required to complete activities within time estimates. He has already completed the process of "balancing" the three resources—money, people, and time—to come up with a mix which fits the resources available.
Let's assume that, as a planner, you have reached the point in the development of a plan where planning is complete through the development of a network schedule and estimates of the three key resources are completed. You will have probably put these estimates in the form of a budget, which probably emphasizes the money resource. Your format might look something like this:

### IEC Project Budget*

Figures in Bologs. 170 Bologs = U.S. $1.00

<table>
<thead>
<tr>
<th>Source</th>
<th>One</th>
<th>Two</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Staff</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Project Director</td>
<td>120,000</td>
<td>120,000</td>
<td>240,000</td>
</tr>
<tr>
<td>(12 months) (20,000)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- 2 Health Educators</td>
<td>240,000</td>
<td>240,000</td>
<td>480,000</td>
</tr>
<tr>
<td>(2) (12 months) (20,000)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- 3 Statisticians</td>
<td>252,000</td>
<td>252,000</td>
<td>504,000</td>
</tr>
<tr>
<td>(3) (12 months) (14,000)</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>- 1 Accountant</td>
<td>78,000</td>
<td>78,000</td>
<td>156,000</td>
</tr>
<tr>
<td>(12 months) (13,000)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- 7 Fieldworker Supervisors</td>
<td>638,400</td>
<td>-</td>
<td>638,400</td>
</tr>
<tr>
<td>(7) (12 months) (7,600)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- 58 Fieldworkers</td>
<td>2,784,000</td>
<td>-</td>
<td>2,784,000</td>
</tr>
<tr>
<td>(58) (12 months) (4,000)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- 10 Mobile Unit Drivers</td>
<td>880,000</td>
<td>-</td>
<td>880,000</td>
</tr>
<tr>
<td>(10) (8 months) (11,000)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- 10 Nurse Aids</td>
<td>1,280,000</td>
<td>-</td>
<td>1,280,000</td>
</tr>
<tr>
<td>(10) (8 months) (16,000)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- 10 Mobile Field workers</td>
<td>1,280,000</td>
<td>-</td>
<td>1,280,000</td>
</tr>
<tr>
<td>(10) (8 months) (16,000)</td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>

**Total** | 7,552,400 | 690,000 | 8,242,400

*Adapted slightly from IEC budget used in 1972 in an Asian country.*
IEC Project Budget (cont.)

<table>
<thead>
<tr>
<th></th>
<th>Source One</th>
<th>Source Two</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2. Vehicles</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- 10 Jeeps</td>
<td></td>
<td>2,250,000</td>
<td>2,250,000</td>
</tr>
<tr>
<td>- Maintenance</td>
<td>240,000</td>
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<td>240,000</td>
</tr>
<tr>
<td>- Gasoline</td>
<td>360,000</td>
<td></td>
<td>360,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>600,000</td>
<td>2,250,000</td>
<td>2,850,000</td>
</tr>
</tbody>
</table>

|                |            |            |          |
| **3. Payment for Referrals** |            |            |          |
| - IUD (75) (4,333) |            | 325,000    | 325,000  |
| - Sterilization (200) (1,000) |            | 200,000    | 200,000  |
| **Total**      |            | 525,000    | 525,000  |

|                |            |            |          |
| **4. Fees for Doctors** |            |            |          |
| - Tubectomy (2,000) (500) |            | 1,000,000  | 1,000,000|
| - Vasectomy (1,000) (500) |            | 500,000    | 500,000  |
| - IUDs by Private Doctors (400) (2,000) |            | 800,000    | 800,000  |
| - IUDs by Public Doctors (150) (4,000) |            | 600,000    | 600,000  |
| **Total**      |            | 2,900,000  | 2,900,000|
Given below are some possible answers to the questions on the case. Your answers may be similar.

1. Did Mr. Ashram and Mrs. Odori apply all five principles of media selection in making their decision? If not, which one(s) did they leave out?

   **Answer:**

   Mr. Ashram and Mrs. Odori appear to have listed the media that reach their audience. When Odori worried about the effectiveness of using radio for persuasive messages, she was evaluating a medium in terms of the communication approach chosen. The problems with radio station Zebra indicate that the availability of media was a major concern to the planners. The idea of using radio and extension workers indicates that our planners are using several channels. Odori and Ashram did not use any cost-benefit ideas in evaluating their media. Perhaps, as is often the case, they did not have any information!

2. How might the decision have been different if the literacy rate were 85% among men?

   **Answer:**

   At first glance it would appear that newspapers would be another useful medium. However, we know that newspapers are not terribly effective in persuasion. Consequently, Ashram and Odori might want to find out how much it would cost them to use newspapers, and balance this cost against possible or expected benefits before deciding to use it as a supporting channel.

3. Why didn't Ashram and Odori consider using the fieldworkers?

   **Answer:**

   A possible reason is that women fieldworkers, while effective in raising awareness of women, have not had much effect on men.

4. What problems might Ashram and Odori have when they try to get the extension agent to use the filmstrips? How could these problems be solved?

   **Answer:**

   There may be many problems. One of the most important might be that the extension agents are men. They may have the same attitudes toward family planning as the resistant men in the area. Without training, they might use the filmstrips to strengthen currently negative attitudes. Some research into this problem is necessary.

---

**IEC Project Budget (cont.)**

<table>
<thead>
<tr>
<th>Source</th>
<th>One</th>
<th>Two</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>5. Mass Media</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- 500 Banners</td>
<td>100,000</td>
<td>-</td>
<td>100,000</td>
</tr>
<tr>
<td>- 20 film clips</td>
<td>-</td>
<td>20,000</td>
<td>20,000</td>
</tr>
<tr>
<td>- 40,000 newspaper ads</td>
<td>-</td>
<td>80,000</td>
<td>80,000</td>
</tr>
<tr>
<td>- 20,000 mailings</td>
<td>-</td>
<td>40,000</td>
<td>40,000</td>
</tr>
<tr>
<td>- 10,000 posters</td>
<td>-</td>
<td>25,000</td>
<td>25,000</td>
</tr>
<tr>
<td>- Radio</td>
<td>15,000</td>
<td>-</td>
<td>15,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>115,000</td>
<td>165,000</td>
<td>280,000</td>
</tr>
</tbody>
</table>

| 6. Training |
| - 300 Midwives | - | 60,000 | 60,000 |
| - 1,000 School Teachers | - | 100,000 | 100,000 |
| - 1,500 Village Leaders | - | 150,000 | 150,000 |
| - 1,500 Religious Leaders | - | 150,000 | 150,000 |
| - 50 Agricultural Extension Agents | - | 20,000 | 20,000 |
| - 1,000 Literacy Workers | - | 100,000 | 100,000 |
| **Total** | 580,000 | 580,000 |

| 7. Advisory Services |
| - 3 man months | **Total** | - | 457,500 |

| 8. Contingencies |
| Total | 120,170 | 159,972 | 280,142 |
In the following pages we have completed the example Communication Strategy Matrix which we began in the first part of this unit, adding in messages and media. We want to emphasize that this example is given to show how the matrix itself can be used. The choices of messages and media are very simple, and you could undoubtedly come up with other, better choices, especially in the creative part of strategy—creation of messages.

We hope, however, that you can see how the information developed in the audience analysis has been used to develop a general strategy.

### Summary

<table>
<thead>
<tr>
<th>Description</th>
<th>Source One</th>
<th>Source Two</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Staff</td>
<td>7,552,400</td>
<td>690,000</td>
<td>8,242,400</td>
</tr>
<tr>
<td>2. Vehicles</td>
<td>600,000</td>
<td>2,250,000</td>
<td>2,850,000</td>
</tr>
<tr>
<td>3. Payment for Referrals</td>
<td>-</td>
<td>525,000</td>
<td>525,000</td>
</tr>
<tr>
<td>4. Fees for Doctors</td>
<td>-</td>
<td>2,900,000</td>
<td>2,900,000</td>
</tr>
<tr>
<td>5. Mass Media</td>
<td>115,000</td>
<td>165,000</td>
<td>280,000</td>
</tr>
<tr>
<td>6. Training</td>
<td>-</td>
<td>580,000</td>
<td>580,000</td>
</tr>
<tr>
<td>7. Advisor</td>
<td>-</td>
<td>457,500</td>
<td>457,500</td>
</tr>
<tr>
<td>8. Contingencies</td>
<td>120,170</td>
<td>159,972</td>
<td>280,142</td>
</tr>
<tr>
<td><strong>GRAND TOTAL</strong></td>
<td><strong>8,387,570</strong></td>
<td><strong>7,727,472</strong></td>
<td><strong>16,115,042</strong></td>
</tr>
</tbody>
</table>

Of course your budget would have different line items, and be made up in different degrees of detail. Nevertheless, the chances are that your budget is similar to this format.

Let's ask some questions of this budget to see if it gives us good answers. Take some time to study the questions below, and the budget, to see if you can find answers. (Don't spend too much time!)

### Questions on the Budget

1. How many people will be working on the project?
2. What percentage of the total budget will go for communication?

3. What proportion of the money is being spent on evaluation? On Administration?

4. Suppose interpersonal communication efforts are shown to result in an increase of 2,000 acceptors during the campaign, and mass media to result in an increase of 3,000. Can you tell which method—interpersonal or mass media—was most effective in terms of cost per acceptor?

Check your answers on the next page.
Answers....

1. Counting only staff, there will be 102.

2. Counting only direct costs for mass media, the proportion is \( \frac{280,000}{16,115,042} \), or about 1.7%.

3. ?

4. ?

We had difficulty answering question 2, because we are sure that some of the costs other than direct costs for mass media go to support communication. For the same reason, we were unable to answer questions 3 and 4 at all.

Yet these are important questions for the program manager. They are questions about which managers should not have to guess, and there are some simple budgeting techniques which eliminate the need to guess.

What would happen if the planners who wrote this sample budget sat down together and defined the components of the total program which they wanted to compare in terms of cost? They could work out a budget which would provide answers to some of the questions that administrators would need information on, such as:

1. How much of my program resources goes to administration, compared with program effort?

2. What are the relative proportions of program resources going to extension education, mass media, and fieldworker visits?

3. If I must reduce my budget by 10%, where should I cut out activities?

These are pretty important kinds of questions. Let's see how we improve our sample budget so that it could answer these kinds of questions.

**Improving the Budget Format**

First, let us note one very important and useful feature of the sample budget we have already worked at: all resources shown are reduced to the common denominator of money. Most importantly, people resources are translated into the salary cost which buys their time. If we assume that the
staff time estimates that have been made are accurate, then the budget repre-
sents, in a real sense, program resources of people, time, and money.

Now, let's make a sample list of program components which a typical
program planner or administrator would think are important enough to compare
in terms of cost:

**Sample List of Program Elements**

Administration
Research/Evaluation
Newspapers
Radio
Mailings
Extension Education
Fieldworkers' Extension Visits
Public Exhibits

There can be many different kinds of lists—as many as there are programs and
administrators. Making up a list which is appropriate for the planning situation
for each agency is an important part of the planning process.

If the planner takes this list, and combines it with a standard line item
budget format, he gets something like the Program Budget Format on the
following page.
Program Budget Format

<table>
<thead>
<tr>
<th>Cost Category</th>
<th>Program Element</th>
<th>Administration</th>
<th>Research</th>
<th>Radio</th>
<th>Extension</th>
<th>Fieldworker</th>
<th>Visits</th>
<th>Newspaper</th>
<th>Mailings</th>
<th>Public Exhibitions</th>
<th>TOTALS</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Staff</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>II. Vehicles</td>
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<tr>
<td>III. Payment for Referrals</td>
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<td>IV. Fees for Doctors</td>
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<tr>
<td>V. Mass Media</td>
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<td>VI. Training</td>
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<tr>
<td>VII. Advisor</td>
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<tr>
<td>VIII. Contingencies</td>
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</tbody>
</table>

TOTALS

This is a simple, yet effective, program budget format. To fill in the amounts, the planner must make some estimations of the proportions of each cost category amount that will be allocated to each program element. This appears easy, but is often the most difficult part of the process. Since the cost categories in the example are taken from a "real" budget, let's take a look at some of the ways in which costs can be allocated to program elements:

I. Staff

Nine different staff titles are listed in the basic budget. Allocating the time of some of them is quite easy. The accountants probably go 100% to administration, and the statisticians 100% to research/evaluation.
The mobile van drivers are a bit more difficult. The program plan, however, indicates that they operate 75% of the time in support of extension education programs, and 25% in support of fieldworker visits. Following this allocation of effort in the program sector, we allocate the costs of the drivers accordingly: 75% to extension education, and 25% to fieldworker visits.

The nurse aides and mobile fieldworkers work with the mobile vans. We can therefore allocate their costs in the same way: 75% go to extension education, and 25% to the fieldworker program.

How would you allocate the time and cost of the following staff? Give your answers and your reasons:

I. Staff
   
   **Project Director:**

   **2 Health Educators:**

   **7 Fieldworker Supervisors:**

   **58 Fieldworkers:**

II. Vehicles

   Following the allocation of time and cost for the mobile van drivers, allocation of vehicle time would be 75% to extension education, 25% to fieldworkers.
III. Payment for Referrals

The program that this budget was designed for includes the provision of services. The mobile vans are to distribute oral pills and condoms, and refer clients interested in IUDs or sterilization to doctors. Fieldworkers will also make IUD and sterilization referrals. A fee will be paid to each fieldworker or mobile van team member for each referral.

Referral fees can be allocated based on past experience with the number of referrals typically made in a month through the extension education program or through fieldworkers. Alternatively, they can be made in terms of the referral objectives for each type program; that is, how many referrals of each kind are expected for each program compared.

IV. Fees for Doctors

Because doctor fees are directly tied to referrals, they could be allocated to program elements in exactly the same way.

V. Mass Media

At the simplest level, mass media costs can be strictly allocated to radio, public exhibits, mailings, and newspapers. If, however, some of these materials were to be used in support of extension education programs, or fieldworkers' visits, the proportion of the cost for the materials which are used this way would be assigned to these program elements.

VI. Training

Training costs would be allocated by matching the type of person to be trained with the program element he or she would work in. When persons work in more than one program element, their costs would be allocated in proportion to their time spent in each. In this example budget, all those to be trained would work in the extension education program.

VII. Advisory Services

Allocate these according to the percentage of time advisors spend in the different program elements.

VIII. Contingencies

Contingencies can be allocated as a percentage of the total cost for each program element, or held as a reserve for the total program.
The decisions on amounts to be allocated to each program element can be made in several ways. There is, however, one guiding principle. The costs allocated should reflect, as accurately as possible, the resources that the particular program activity will consume out of the total. Below is a sample program budget based on our example and using the program element list given above.

**Program Budget**

(All figures in 000's)

<table>
<thead>
<tr>
<th>Cost Category</th>
<th>Program Element</th>
<th>Research/_EVAL</th>
<th>Radio</th>
<th>Extension</th>
<th>Fieldworker</th>
<th>Newspapers</th>
<th>Mailings</th>
<th>Public Exhibits</th>
<th>TOTALS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Staff</td>
<td>- Project Director (12 months)(20,000)</td>
<td>180</td>
<td>20</td>
<td>40</td>
<td>240</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- 2 Health Educators (2)(12 months)(20,000)</td>
<td>120</td>
<td>150</td>
<td>140</td>
<td>35</td>
<td>35</td>
<td>480</td>
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<td>- 3 Statisticians (3)(12 months)(14,000)</td>
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<td>504</td>
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</tr>
<tr>
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<td>- 1 Accountant (12 months)(13,000)</td>
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<td></td>
<td></td>
<td>156</td>
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<td>- 7 Fieldworker Super. (7)(12 months)(7,600)</td>
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<td>638.4</td>
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<td></td>
<td></td>
<td>638.4</td>
<td></td>
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</tr>
<tr>
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<td>- 58 Fieldworkers (58)(12 months)(4,000)</td>
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<td>2784</td>
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<td></td>
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<td>2784</td>
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</tr>
<tr>
<td></td>
<td>- 10 Mobile Unit Drivers (10)(8 months)(11,000)</td>
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<td>660</td>
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<td></td>
<td>880</td>
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<tr>
<td></td>
<td>- 10 Nurse Aides (10)(8 months)(16,000)</td>
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<td>960</td>
<td>320</td>
<td></td>
<td></td>
<td>1280</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- 10 Mobile Fieldworkers (10)(8 months)(16,000)</td>
<td></td>
<td>960</td>
<td>320</td>
<td></td>
<td></td>
<td>1280</td>
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<tr>
<td></td>
<td><strong>Total</strong></td>
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<td>524</td>
<td>120</td>
<td>2730</td>
<td>4422.4</td>
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</table>
### Program Budget (continued)

<table>
<thead>
<tr>
<th>Program Element</th>
<th>Research/Ext.</th>
<th>Radio</th>
<th>Education</th>
<th>Fieldworker</th>
<th>Newspapers</th>
<th>Mailings</th>
<th>Public Exhibits</th>
<th>TOTALS</th>
</tr>
</thead>
<tbody>
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<td><strong>Cost Category</strong></td>
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</tr>
<tr>
<td>2. Vehicles</td>
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<td></td>
</tr>
<tr>
<td>- 10 Jeeps</td>
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<td>- Maintenance</td>
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<td>240</td>
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<tr>
<td>- Gasoline</td>
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<td>360</td>
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<td></td>
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<td>2850.0</td>
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<tr>
<td>3. Payment for Referrals</td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- IUD (75)(4,333)</td>
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<td>162.5</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>325</td>
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<tr>
<td>- Sterilization (200)(1,000)</td>
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<td>100</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>200</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td>262.5</td>
<td>262.5</td>
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<td>525</td>
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<td>4. Fees for Doctors</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Tubectomy (2,000)(500)</td>
<td></td>
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<td>500</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1000</td>
</tr>
<tr>
<td>- Vasectomy (1,000)(500)</td>
<td></td>
<td>250</td>
<td>250</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>500</td>
</tr>
<tr>
<td>- IUDs by Private Drs. (400)(2,000)</td>
<td></td>
<td>400</td>
<td>400</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>800</td>
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<tr>
<td>- IUDs by Public Drs. (150)(4,000)</td>
<td></td>
<td>300</td>
<td>300</td>
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<td>600</td>
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<td><strong>Total</strong></td>
<td></td>
<td>1450</td>
<td>1450</td>
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<td>2900</td>
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</table>

1 Plan objectives call for 50% of each referral type to come from extension education and fieldworker program.
### Objectives For This Unit

When you have completed the readings and exercises in this unit, you should be able to:

1. List the functions of management objectives.
2. List three criteria for writing management objectives.
3. Use the criteria to distinguish between objectives that are correctly and incorrectly written.
4. Identify the relationship between communication goals, strategy, management activities, and management objectives.

### Application Objective

When given basic information about communication goals and communication strategy, you should be able to write management objectives which meet the three criteria as given in this unit.

---

<table>
<thead>
<tr>
<th>Program Element</th>
<th>Research</th>
<th>Eval.</th>
<th>Admin.</th>
<th>Radio</th>
<th>Education</th>
<th>Extension</th>
<th>Fieldworker Visits</th>
<th>Newspapers</th>
<th>Mailings</th>
<th>Public Exhibits</th>
<th>TOTALS</th>
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<tr>
<td><strong>5. Mass Media</strong></td>
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<td>- 500 Banners</td>
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<td>100</td>
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<tr>
<td>- 20 Film Clips</td>
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<td></td>
<td></td>
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<td>- 40,000 Newspaper Ads</td>
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<td>40</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>280</td>
</tr>
</tbody>
</table>

| **6. Training** |         |      |        |      |           |           |                   |            |          |                |        |
| - 300 Midwives  |         |      |        |      |           |           |                   |            |          |                | 60     |
| - 1,000 School Teachers |         |      |        |      |           |           |                   |            |          |                | 100    |
| - 1,500 Village Leaders |         |      |        |      |           |           |                   |            |          |                | 150    |
| - 1,500 Religious Leaders |         |      |        |      |           |           |                   |            |          |                | 150    |
| - 50 Agricultural Extension Agents |         |      |        |      |           |           |                   |            |          |                | 20     |
| - 1,000 Literacy Workers |         |      |        |      |           |           |                   |            |          |                | 100    |
| **Total**       |         |      |        | 580  |           |           |                   |            |          |                | 580    |

| **7. Advisory Services** |         |      |        |      |           |           |                   |            |          |                |        |
| - 3 man months Total | 114.5  | 228.5 |        |      |           |           |                   |            |          |                | 457.5  |
INTRODUCTION

So far in this module we have been discussing those aspects of communication planning which result in the development of a communication strategy. You will recall that the model which is the basis for our analysis shows the first three phases of planning as I: Selecting and Analyzing Audiences; II: Setting Communication Goals; and III: Designing Communication Strategy. The communication strategy that results from these efforts, as we saw in the previous unit of the module, integrates these first three components, giving the planner a good idea of the kind of communication program he will have.

But strategy must be translated into the actions of people working in organizations. This is where the focus of the planner shifts from strategy to management planning. In the following units of the module we will deal with several key aspects of management planning.

In this unit we will deal with Phase IV of the process of planning: translating strategy into management objectives. As you will see, management objectives become the key link between strategy and action. We will discuss three aspects of management objectives: functions, techniques for writing management objectives, and relationships between management objectives and communication strategy.

FUNCTIONS OF MANAGEMENT OBJECTIVES

The functions of management objectives are the same as the functions of communication goals: communication and measurement. Management objectives must communicate clearly who will carry out actions to implement strategy, what actions are expected, and when the actions are to be completed.

The second function of a management objective is to set a standard for measuring progress in implementation of activities. This is done by describing the action clearly and by setting a time period for accomplishment.

Perhaps you can see that management objectives of this type, when taken together, describe in careful terms the activities which will be undertaken to achieve communication goals through the planned strategy.

<table>
<thead>
<tr>
<th>Program Element</th>
<th>Admin/ Evaluation</th>
<th>Research/ Eval.</th>
<th>Radio</th>
<th>Education</th>
<th>Extension</th>
<th>Fieldworker Visits</th>
<th>Newspapers</th>
<th>Mailings</th>
<th>Exhibits</th>
<th>Subtotals by Program Element</th>
<th>Percentage of Total Budget*</th>
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<td></td>
<td>450.5</td>
<td>752.5</td>
<td>135</td>
<td>7339.5</td>
<td>6787.4</td>
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<td>43%</td>
<td>0.8%</td>
<td>0.6%</td>
<td>0.1%</td>
<td>280.142</td>
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<td>Contingencies (total program reserve)</td>
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<td></td>
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</tbody>
</table>

GRAND TOTAL 16115.042

* May not add to 100 due to rounding.
This program budget can help us answer some very useful questions. Take a few minutes to answer the questions below, using the sample program budget.

**Questions on the Program Budget**

1. What percentage of the total budget goes for administration and research/evaluation?

2. Is the emphasis in the program on education programs or on mass media?

3. Studies of acceptor coupons at the end of the first year of the program show the following:

   - 600 came to clinic because they saw a public exhibit
   - 2,000 were referred from the extension education program
   - 3,000 were referred by fieldworkers
   - 100 responded to mailings
   - 50 responded to newspaper ads
   - 1,000 responded to radio messages

What is the cost per acceptor for each communication media?
Let's pause to summarize the criteria for writing management objectives:

Criteria for Management Objectives

Management objectives should identify:
- Who will carry out an action
- What the action is
- When the action will be accomplished

Clearly, objectives such as these are set after the planner has gone through the difficult process of deciding which activities are required to implement strategy. Matching activities and strategy is the most creative part of management planning, just as message development is the most creative part of strategy development.

The planner gets help in selecting activities from strategy decisions already made. A complete strategy has specified, among other things, both communication goals and the messages and media to be used to reach audiences. Each medium and message combination will require a series of activities for implementation. Each of these activities can, in turn, be expressed in management objective terms. Let's look at an example of the linkage between communication strategy and management objectives.

Example: Linkages Between Communication Strategy and Management Objectives

Communication The 1975 KA P Survey will show that 50% of married couples age 20-29 in rural villages with a population of less than 1,000 will be able to explain the use of the IUD and the oral pill.

Strategy: 1. Communication approach: learning
2. Messages: instructional messages on IUD, pill

4. Local radio stations have decided not to broadcast family planning messages. Your program is therefore cancelled. How much in the way of extra resources (in Blogs) is available for other program areas?

5. If you had to reduce your budget by 100,000 Blogs, which program element(s) would you reduce? Why?

Check your answers on page 162.
Management

1. Design, testing, and production of written materials (pamphlets, leaflets)-- National Media Center (NMC)

2. Design, testing, and broadcasting of radio dramas-- National Broadcasting Authority (NBA)

Activity One

Objectives:

1. NMC will design prototype pamphlets on IUD and pill with extensive illustrations by March 1975.

2. NMC will pretest approved prototypes with sample from audience by April 1975.

3. NMC will revise prototypes based on pre-test data by May 1975.

4. NMC will print and distribute 5,000 copies of both pamphlets and leaflets through the family planning clinic structure and the Ministry of Agriculture extension service by June, 30, 1975.

Activity Two

1. The Communication Division of the National Family Planning Program (NFPP/CD) will provide basic messages for inclusion in radio dramas to the National Broadcasting Authority by January 15, 1975.

2. The NBA will prepare prototype scripts incorporating the messages for three thirty-minute dramas by February 20, 1975.

3. The NFPP/CD will approve prototypes by March 15, 1975.

4. The NBA will prepare taped prototype dramas for pretesting purposes by April 15, 1975.

5. The NIMC will pretest prototype dramas with a sample of the audience by June 30, 1975, and provide pretest data and recommendations to the NBA and NFPP/CD by July 30, 1975.
6. The NBA will prepare final scripts for approval of NFPP/CD by August 30, 1975.

7. The NFPP/CD will approve scripts and make recommendations for final changes by September 1, 1975.

8. The NBA will prepare final programs by October 1, 1975, for approval of NFPP/CD.

9. NFPP/CD will give final approval by October 15, 1975.

10. The NBA will broadcast programs once a week for three weeks beginning November 1, 1975 at 6:00 pm on Wednesdays.

You have probably noticed that our example is similar to the hierarchy of goals discussed in Unit III. The relationship between communication goals, strategy, management activities and management objectives is indeed hierarchical. In fact, the planner could place the goal in the example in a hierarchy of goals, and develop a logical hierarchy which demonstrates the relationships and assumptions connecting a management objective with a higher order goal like “improve quality of life.”

Making a complete hierarchy is usually not necessary for practical purposes, although a final written plan will probably reflect a “hierarchical approach to thinking.”

There are a number of benefits in stating management objective in this hierarchical order:

First, it makes it possible for the communications manager to negotiate task accomplishment with cooperating agencies. By clearly specifying the objectives to be achieved, the manager can discuss with cooperating agencies the time and resources required to complete any given objective with a clear understanding of how accomplishment of each objective relates to the accomplishment of subsequent objectives. The clarity of the objective makes it easier for the cooperating agency to decide whether or not completion of the task is feasible. Not incidentally, management objectives can perform the same function for units within an organization.

Second, listing objectives in this way, when combined with management information on the accomplishment of objectives, enables the manager to identify delays and problems in a series of activities in advance. If for example, pre-testing of pamphlets is delayed in the above example, there will be implications for subsequent activities. Thus management objectives became the basis for activity scheduling.

3. Media | Media Cost | Acceptors | Cost/Acceptor
---|---|---|---
Exhibit | 180,000 | 600 | 300
Extension Education | 7,339,500 | 2,000 | 3,669.7
Fieldworkers | 6,787,400 | 3,000 | 2,262.4
Mailings | 75,000 | 100 | 750
Newspaper | 115,000 | 50 | 2,300
Radio | 135,000 | 1,000 | 135

4. 135,000

5. This answer is a matter of judgment. A 100,000 reduction would virtually eliminate any of the mass media programs (exhibit, mailings, newspapers, or radio). In view of the relatively low cost per acceptor for these media, you would probably not want to reduce in these areas.

This leaves the extension education and fieldworker programs. Both have large budgets and high costs per acceptor. You would probably reduce in one or both of these areas.

The program budget, like the network schedule, only helps the manager make decisions. It provides him with useful information, but not all the information he requires. Yet, for the small amount of effort required to make such a budget, it can yield worthwhile and useful results. Most importantly, by helping the manager answer important questions, the program budget increases his ability to control the program.

We realize that very few existing budget systems are in the program format. This means that the planner will probably have to develop two budgets, one in the official format and one in the program format. As you can see from the example discussed in this unit, however, this is not difficult to do.
In the next section of the unit we will discuss some of the problems in planning in anticipation of barriers to implementation.

SECTION III: ANTICIPATING BARRIERS TO IMPLEMENTATION

The planners of communication programs are very often the same people who must implement their plan. And there are programs where the planner does not have responsibilities for implementation. But in either situation, the planner has the responsibility to look ahead at the activities of his plan and, in doing so, to try to think of as many causes for plan failure as he can.

Why should a planner look for failure? Unless he is a pretty unusual person, at least part of his plan will require changes. Some aspect of his strategy is likely to need improvement. The planner may not get the cooperation promised from another agency. He may find that his estimates of resource requirements are in error for a critical plan activity. To deal with these problems as they arise, the planner needs to have as many strategies as possible thought through in advance. To make these strategies, the planner must be critical of his own work.

This is not easy for any of us to do. A great deal of thought, effort, and plain hard work must go into a good plan (a good plan is one that gets program results!), and we planners often grow a bit fond of our own ideas. This can be dangerous! To deal with this very natural and human problem, it is often wise, when a plan is completed, to have it reviewed for potential problems by both interested and disinterested people—like other communication planners, planners of other development programs, and staff in different divisions of the family planning organization.

We can make this review process more useful by giving it a structure. The basic element of the review should be anticipation of problems of implementation. Our main questions to reviewers might be something like: "Will this plan work? What areas of future activity may provide difficulties? What are some alternative strategies to deal with anticipated problems?"

We can further structure the review process by identifying some basic areas where plans tend to encounter problems. Four such "barrier areas," for example, have been identified by educational planners working on planning techniques for school systems.*

These are:

1. **The Plan Itself:** Is the plan a continuation of an established and successful program? Is it a plan for radical change from established procedures? Or is it a "first-time" planning effort for a new program?

2. **Political Support:** Are there interest groups in the society who might oppose the plan, and planned activities, on political grounds? Who are these groups, and why are they in opposition? How can their opposition best be handled?

3. **Administrative Capability--People:** Who will be called upon to carry out the activities of our program? Human resources for program activities can very often be the critical element leading to success or failure.

   For a population/family planning IEC program, we might want to find out certain things about the people working in program elements:

   a. Do they support family planning personally? How do we know whether they do or not? Does it matter if they do?

   b. What evidence do we have from past experience (or from pilot programs) that these individuals have the necessary skills to implement the program?

   c. Have these people been consulted during the planning process? Are they likely to support the plan? Do they agree on the means for implementation (even if we know that they agree on goals)?

   d. What other responsibilities and duties do these people have (the agricultural extension agent, for example)? How do his family planning communication duties "fit" with his basic efforts?

These questions are important enough to make the investment of program resources in research to find answers very often worthwhile.

4. **Administrative Capability--Structure:** People are most important, but people work within organizations which place constraints on their efforts. These constraints are expressed in organizational structures, structures which are primarily determined by responsibilities and authority to make decisions. Does the plan take into account the structures of the organization(s) to implement efforts? If changes in structure are required, have they been anticipated?

   Especially important is the structure of cooperation and coordination between organizations. Our plan may rely heavily on the efforts of those in organizations other than our own. Can we rely on this cooperation? What makes us think so?
We suggest that, once a plan is largely complete, but before it is completely approved, the planner have his efforts reviewed by key people within the country as a partial effort to answer these questions—and others that are appropriate in the planner's own situation. It might also be helpful if the planner thought about these issues himself.

**SUMMARY AND REVIEW**

In this unit we dealt with three aspects of management planning: scheduling, budget planning, and anticipation of barriers to implementation.

We discussed three forms of scheduling, beginning with the easiest to use and ending with the most difficult. The first method was the monthly work plan, in which activities are grouped together by the month in which they are to be carried out. The second is the time and effort chart, which uses a graphic presentation technique to show how activities relate to each other over time. The third was network scheduling, which uses events and activities to create a dynamic network showing how events depend on other events for completion. The network help the manager identify groups of activities within the program where slack time exists and can be used to improve allocation of program resources.

In the budget planning section, we discussed a simple form of program budgeting which can help the planner think about the allocation of resources of all kinds to program elements. The program budget combines a traditional line item approach to budgeting with allocation of all program costs to program elements such as mass media, extension education, etc.

Finally, our discussion identified four potential barriers to plan implementation: the nature of the plan itself, political support, and administrative capability in terms of both people and administrative structures.

Each of the planning activities discussed in this unit can be critically important to the successful implementation of a communication strategy.
Notes and Reactions

Use the space below to make notes on your reactions to the ideas in this unit. If you disagree with any of the ideas, or have other ideas, please make notes so that you may share your thoughts with others.
Self-Test

Check your progress on the ideas in this unit by answering the following questions:

1. Describe three alternative methods of scheduling planned activities.

2. Describe a basic program budget format. Include in your description a drawing of this format.

3. List four potential barriers to plan implementation.
Answers to Self-Test

1. **Monthly Work Plan:** Management objectives and activities are listed by the month in which they occur. Activities taking more than one month are identified as: beginning, in progress, ending.

   **Time and Effort Chart:** Uses a graphic presentation technique to show how activities relate to each other over time. Activities are listed in order of start date, and the duration of each activity is shown against a time scale at the top of the page.

   **Time**

   
   
   J F M A M J J A S N O D

   Activity A

   Activity B

   X X X X X X X X

   X X X X X X X X

   **Network Schedule:** Also use a graphic presentation technique. Based on events which are the beginning or completion of a task, and activities, which are the actual completion of a task, consume resources, and link activities. A network of events and activities is constructed which shows the relationships between events, including events which must come first (predecessor events) and events which must follow (successor events).

2. A program budget format combines a traditional line item budget with cost allocation across all line items to program elements.

   **Program Elements**

<table>
<thead>
<tr>
<th>Line Items</th>
<th>Mass Media</th>
<th>Education</th>
<th>etc.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salaries</td>
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<td>Training</td>
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<td>etc.</td>
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</table>

3. Four potential barriers to plan implementation are:

   1. The Plan Itself
   2. Political Support
   3. Administrative Capability--People
   4. Administrative Capability--Structure
Objectives For This Unit

When you have finished the readings and exercises in this unit you should be able to:

1. Describe three alternative methods of scheduling planned activities.
2. Describe a basic program budget format.
3. List four potential barriers to plan implementation which should be anticipated during plan development.

Application Objectives

1. When given a set of plan activities and management objectives, you should be able to arrange these in a schedule using either the monthly work plan, time and effort chart, or network schedule.
2. When given management objectives and plan activities, you should be able to construct a program budget format for those activities.
3. Given a communication plan, you should be able to identify potential barriers to implementation.

Notes and Reactions

Use the space below to make notes on your reactions to the ideas in this unit. If you disagree with any of the ideas, or have other ideas, please make notes so that you may share your thoughts with others.
I1'RODUCTION

The first part of management planning is the setting of management objectives which reflect, in some detail, the activities that are to be implemented to bring strategy alive. Management objectives are a major contribution from the planner to the program administrator.

There are, in addition, three other major contributions that the planner can make to the implementation of plan activities. These are scheduling of activities, budget planning, and planning in anticipation of barriers to implementation. We shall discuss each of these planning activities in separate sections of this unit.

SECTION 1: SCHEDULING PLAN ACTIVITIES

One of the most difficult and interesting problems that planners of all types face is that of scheduling and coordinating large numbers of activities which, when taken together, make up a program. Planners must arrange program activities in a logical way, estimate the time and resources required to complete each activity, and keep constant watch on the schedule as activities unfold. The task, in other words, is to coordinate management objectives so that communication goals can be reached.

In this section we will look at three scheduling techniques: the monthly work plan, the time and effort chart, and network scheduling. These methods increase in difficulty of use, beginning with the monthly work plan—and they also increase in their usefulness to the manager. In general, the larger and more complex the communication program is, the more valuable, the more difficult scheduling techniques become. For very large and complex programs, a technique known as the Program Evaluation and Review Technique (PERT) is quite useful, and we will provide you with reference to a self-instructional text which teaches this technique as an optional learning exercise.

The Monthl

The monthly work plan is the simplest scheduling technique. It is based on lists of management objectives or activities for the different major program elements of a communication program. These objectives are grouped together across program elements by the month in which they are to be carried out. When the time period for the achievement of a given objective exceeds one month,
UNIT VII
PLANNING EVALUATION

A PROCESS MODEL
OF COMMUNICATION PLANNING

PHASE I
Choosing & Analyzing Audiences

PHASE II
Setting Communication Goals

PHASE III
Designing Strategy
- Messages
- Channels
- Source

PHASE IV
Setting Management Objectives

PHASE V
Planning Activities
- Scheduling
- Budgeting
- Planning for Implementation

PHASE VI
Planning Evaluation
- Management Information
- Program Evaluation

consultation

program evaluation
Objectives for this Unit

When you have finished the readings and exercises in this unit you should be able to:

1. Describe the difference between management information and program evaluation;

2. Describe the main management activity on which management information systems are based (as given in the unit);

3. Describe four characteristics of information needs for management decisions;

4. List three kinds of management activities on which routine information may be needed for management decisions;

5. List three kinds of information which should flow from central management to lower levels in an organization;

6. Describe two kinds of program evaluation;

7. Identify the planners' major contributions to program evaluation.

Application Objectives

1. Given management objectives and activities, a schedule of planned activities, a budget, and knowledge of the structure of a family planning organization, you should be able to develop a preliminary design for a management information system.

2. Given communication goals and strategies, you should be able to work with an evaluation expert to design evaluation of program impact.
INTRODUCTION

The responsibility for evaluating communication programs usually, although not always, rests with a separate unit within the family planning organization. The planner will therefore have to work out plans for evaluation with others. This joint activity requires contributions both from the planner and from the evaluator. In general, the planner contributes specific goals, strategies, and management objectives to this process; the evaluator contributes expertise in research and evaluation methods.

In this unit we are going to concentrate on the planner's contribution. We will discuss the two basic kinds of evaluation shown in our model of the planning process. These two kinds of evaluation are, briefly: Management Information, which is focused on the achievement of management objectives; and Program Evaluation, which is concerned primarily with the achievement of communication goals. In discussing these two forms of evaluation, we will concentrate on the kinds of decisions and decision-makers who use each type of evaluation information, the form that the information takes, and some general techniques for designing evaluation of each type. In discussing program evaluation, we will give special attention to the utility of Pilot Projects.

Our ideas about evaluation are based on a general view of the function of evaluation. To us, the function of evaluation is to maximize the effect of the program.*

This may seem obvious. Of course planners want programs to be as successful as possible. What is new about this idea? Well, not much. But notice that we did not say "maximizing the understanding of family planning communication." Maximizing program effect and maximizing understanding are not completely different things. Yet there are important differences of emphasis.

Maximizing understanding requires a commitment to the procedures of social science research—procedures which can be relatively costly, time-consuming and difficult to apply in the field. These procedures, however, have the benefit of increasing the certainty with which we can offer explanations of how programs change people—their knowledge, their attitudes, or their behavior.

*By "maximize," we mean "to increase as much as possible."
Maximizing program effects, on the other hand, does not always require the same level of certainty. We are more willing to use information which is not derived from research as a basis for changing our programs. We try to combine information from a number of sources to arrive at decisions which will, we hope, improve our program. We are willing to proceed on somewhat more of a trial and error basis than we would if we were concerned with arriving at a completely correct understanding of how some program works.

We are not discounting the importance of scientific evaluative research, particularly evaluative research which compares programs or program elements in experimental ways. We do feel, however, that this sort of evaluation should be carried out only when evaluation to maximize program effects is already functioning well, when extra resources are available, or when a very specific problem requiring high level of certainty in designing solutions exists—as is the case when an administrator is considering a major and expensive program change. In this case the pilot project, often with experimental kinds of research designs, is worth the required investment. We shall talk a little more about pilot projects a bit later on in this unit.

**MANAGEMENT INFORMATION**

Most family planning programs have well developed systems for counting and reporting acceptors. These systems are often designed so that information is routinely collected and provided to program managers on a monthly basis. This kind of reporting is a good example of management information in action in family planning programs. The data on acceptors are used to spot problems in program implementation and to take effective action to keep the program on schedule. Combined with routine information on administrative action and problems, management information of this type is critical to the successful implementation of the family planning effort. It is also important to note that the information developed through this kind of management information system is also used, eventually, in program evaluation. (Most family planning program goals are stated in terms of types and numbers of acceptors.)

The communication manager also needs management information to administer the communication component of the program. He needs to know whether activities are on schedule, whether materials are being distributed, whether training will be completed in time for the accelerated extension education program, whether the hiring of the new communication staff is proceeding as planned, whether the mobile vans have arrived, whether implementing units are exceeding their budgets ... in short, the communications manager needs to know if and how well the management objectives for the communication program are being achieved. And, as is the case with general family planning

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<table>
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<th>Time Table</th>
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</thead>
<tbody>
<tr>
<td>J F AM</td>
</tr>
<tr>
<td>1. Training paramedical personnel to insert IUD</td>
</tr>
<tr>
<td>2. Government issues oral pills and condoms</td>
</tr>
<tr>
<td>3. First Steering committee meeting</td>
</tr>
<tr>
<td>4. Mass media campaign</td>
</tr>
<tr>
<td>5. Employ additional project staff</td>
</tr>
<tr>
<td>6. Contract with doctors to provide IUD tubectomy and vasectomy</td>
</tr>
<tr>
<td>7. Contract with marketing agents for condom distribution</td>
</tr>
<tr>
<td>8. Second steering committee meeting</td>
</tr>
<tr>
<td>9. Employ fieldworker supervisors</td>
</tr>
<tr>
<td>10. Employ full-time fieldworkers</td>
</tr>
<tr>
<td>11. Mobile units arrive</td>
</tr>
<tr>
<td>12. Train nurse aides</td>
</tr>
<tr>
<td>13. Train mobile unit fieldworkers</td>
</tr>
<tr>
<td>14. Third steering committee meeting</td>
</tr>
<tr>
<td>15. Hire drivers for mobile units</td>
</tr>
<tr>
<td>16. First interim report</td>
</tr>
<tr>
<td>17. Training functionaries</td>
</tr>
<tr>
<td>18. Continuing mass media program</td>
</tr>
<tr>
<td>19. Complete inservice training of all personnel</td>
</tr>
<tr>
<td>20. Review of project by UN team</td>
</tr>
<tr>
<td>21. Follow-up survey</td>
</tr>
<tr>
<td>22. Fourth steering committee meeting</td>
</tr>
<tr>
<td>23. Final report and plan for 1973</td>
</tr>
</tbody>
</table>
Let's test the effectiveness of this scheduling technique by asking some questions about the activities. Using the chart as a reference, answer the questions below:

1. Which month during the first six months of 1972 will be the busiest?
2. What is the relationship in time between the mass media campaign and the continuing mass media program?
3. What activities will be underway when the UN Project Review Team arrives?
4. What will happen if one of the activities in preparation for the mass media campaign is delayed?

Check your answers on page 122.

management information, the communication manager will use this management information together with program evaluation data to develop a complete evaluation.

However, as shown in our flow model of the planning process, the primary use of management information is within the management part of the total planning process. Feedback from management information therefore flows primarily to management objectives, which form the administrative structure of the program. As information comes in, management objectives will be the first part of the management plan to be modified. Changes in schedules, budgets and other administrative arrangements follow.

It is the use of management information to modify management objectives and activities, (and, as we will see in Section 2 of this Unit, the use of program evaluation data to modify communication goals and strategies) which makes planning a dynamic, continual process. Without information, the manager cannot know if his plan is good or not, and continual revision and improvement of the plan becomes impossible.

As planners move into problems such as management information, they begin to look somewhat more like managers and less like planners. In many family planning organizations, the communication planning function does not include planning of this sort. However, we believe someone must do this planning. And, whether or not the communication planner has primary responsibility for planning of this kind, he must be involved in it. The communication planner best understands the relationship between strategy and management activity, and without this understanding, excellent strategies may fail in implementation.

Information and Decision Making

The basis of a useful management information system is the identification, in advance, of the probable decisions for which information will be needed. Information not directly useful for making decisions which improve program implementation is less than helpful; it can get in the way of management efforts to identify real problems of implementation. Specification of decisions and the data needed to make them results in the development of a management information system that does not fill up the in-boxes with interesting but useless data.

The other important factor in developing a useful management information system is identifying the decision-makers or, in communication terminology, the audience for management information. Clearly, managers performing different tasks within the communication organizational structure need different
kinds of data, at different times, in different forms, and from different sources. Very often, managers at different levels of the organization need the same information but at different times and in different forms. For example, information about the flow of communication materials is important to the management of family planning communication at several different levels within the organization. The clinic director needs to know what the monthly demand for leaflets is in the clinic, how many leaflets are on hand in the clinic, how long it takes to order and receive additional leaflets. With this information, the clinic director can make decisions which will help assure that an adequate supply of leaflets is on hand at all times. The decisions might be: (1) how many leaflets to keep on hand; (2) when to reorder leaflets.

The provincial information officer (whose task it is to supply clinics, and to evaluate material use as the basis for recommendations to central office) also needs information about leaflets. To keep clinics in the province supplied he needs data on the number of leaflets used in all clinics. He needs this information in summary form, so that he can make decisions on when and how many leaflets to print. Because he is responsible for distribution of leaflets, the provincial information officer (PIO) also needs to know something about the transportation available to take leaflets to clinics (mail, trucking services, railroads, vehicles belonging to the program), including relative costs. The PIO will need to have this information in the form of annual estimates for planning purposes, and he will need periodic reports (monthly or quarterly) summarizing the supply and demand situation. He is therefore likely to require monthly or quarterly materials reports from clinics and other leaflet users. If these reports show major changes from projected demand (either more or fewer leaflets are being used), the PIO can decide to increase or decrease volume, or to investigate the causes of the change. The PIO will also need information on the cost of printing leaflets in different quantities (cost decreases as quantity increases), and on space available for storage of leaflets (cost increases as quantity increases).

To evaluate materials use, the PIO will need to obtain information from clinics about how materials are being used. Are the leaflets being given out by clinic workers to patients, or left with village leaders to distribute? What proportion of women visiting clinics have taken a leaflet with them? He may obtain this kind of information by making unannounced visits to clinics—or he may ask supervisors to develop this kind of data for him.

The communication manager in the central office of the family planning program also needs information about leaflets. He probably does not need to know everything the PIO knows, and he is not likely to be interested in data on single clinics. The planner will want to make decisions on the leaflet situation nationwide, comparing provinces (where the PIO might compare clinics). He will make decisions affecting next year’s leaflet program—and
the year after that--while the PIO will be concerned with the next quarter. The central manager may also be making decisions about leaflets in general, decisions like: "Shall we have leaflets at all?" This latter kind of decision, of course, will be greatly aided by the kind of cost-effectiveness data that we discussed in connection with program budgeting. Information on the effectiveness of the leaflet program in achieving communication goals may come from Evaluation Division studies.

The central manager will need summary data for all provinces regarding the leaflet program. He will not need this information as often as the PIO, perhaps only twice a year. He will need data both on the logistics of the leaflet program and the effectiveness.

Let's summarize the management information and decision characteristics of the three levels of "leaflet managers" discussed above in a management decision-information matrix. This matrix, which is given below, represents another tool which the planner and manager can use to increase the effectiveness of the communication program.
Activity: The actual completion of a task. Activities consume time and resources, and link events together. Here are some examples of activities:

- Design leaflet
- Implement communication campaign
- Analyze pretest data
- Produce posters

Because the difference between an event and an activity is basic to using network scheduling, check your understanding by identifying the following as either an event or an activity:

- write radio scripts
- train fieldworkers
- start pretesting
- conduct field survey
- first draft of radio script completed
- mass media campaign begins

Check your answers on the next page.

---

**Management Activity:** Leaflet Distribution

<table>
<thead>
<tr>
<th>Decision-Maker</th>
<th>Decision</th>
<th>Type</th>
<th>Information Needs</th>
</tr>
</thead>
<tbody>
<tr>
<td>CLINIC DIRECTOR</td>
<td>1. How many leaflets to keep in clinic</td>
<td>1. Number of leaflets distributed--number of leaflets on hand</td>
<td>1. Single clinic summary</td>
</tr>
<tr>
<td></td>
<td>2. When and how many leaflets to order</td>
<td>2. (1) above and time required to order and receive leaflet</td>
<td>2. For province where clinic located data if ordering time changes</td>
</tr>
<tr>
<td>PROVINCIAL INFORMATION OFFICER</td>
<td>1. When and how many leaflets to print</td>
<td>1. Number of leaflets used in province--costs of printing and storage</td>
<td>1. Summary by clinic in province</td>
</tr>
<tr>
<td></td>
<td>2. How to distribute leaflets</td>
<td>2. Available distribution channels and cost</td>
<td>2. Province-wide cost updates</td>
</tr>
<tr>
<td></td>
<td>3. Whether to recommend continuation of leaflet program</td>
<td>3. How leaflets are used</td>
<td>3. Quarterly</td>
</tr>
<tr>
<td>CENTRAL COMMUNICATION MANAGER</td>
<td>1. Whether to continue leaflet program</td>
<td>3. Are leaflets being distributed to clinics--why or why not? Are leaflets being used as planned--why or why not?</td>
<td>1. Reports from each province; summarized by central office staff</td>
</tr>
</tbody>
</table>

Timing: 1. Monthly

Source: 1. Clinic staff

2. Provincial information officer

1. Clinic directors; Printing firms

2. Transportation companies; postal service; records of previous systems

3. Clinic directors; Special reports by Supervisors

1. Provincial Information officers; Evaluation Division studies
The column headings in this matrix summarize the basic aspects of a management information system. Both the decision-maker and kind of decision to be made are specified. Information needs are described in four ways. The type of information required by the decision-maker in order to make a particular decision is identified. The form and timing of this information is also specified, as is the source of the data.

This decision-information matrix is based on a particular kind of administrative structure. Can you tell what that structure is? Write your answer in the space below, and then turn the page.
Did you write "highly centralized," or something similar? The structure of organization reflected in this matrix is highly centralized. The most important decision (whether or not to continue the leaflet program) is made in the Central Office. The importance of the decision tends to decrease as you move down the organizational structure. Certainly the time period affected by the decisions grows shorter as you get closer to the clinic, as reflected in the "timing" column of the matrix. The clinic director uses data for monthly decisions; the central planner for annual or twice-annual decisions.

A decentralized administrative structure would arrange decisions in a different way, placing more responsibility with clinics and provinces. The decision on whether to have a leaflet program, for example, could be made at the provincial level.

Regardless of the degree of centralization or decentralization, the decision-information matrix can help the planner and manager identify the routine kinds of information necessary to help assure that management objectives are met on time.

Management Information, Management Objectives, and Management Activities

A management information system can provide managers with routine information on the three basic components of a management objective: who will do what, and when. In our example matrix above, the who is made up of clinic directors and provincial information officers. The what is the management activity of leaflet distribution. The when would be specified in the series of management objectives that had been set for the activity.

Experts in management information systems have identified three broad kinds of management activities for which routine information is needed in order for effective decisions to be made.* They are personnel, finance, and logistics.

Personnel activities in family planning communication programs are most often built around the hiring and training of staff. Management information which helps the communication manager keep track of progress and problems in these two aspects of personnel is important and valuable. The communication manager needs to know if staff recruitment objectives are being met on

time, whether training programs are completed on schedule and, importantly, whether these programs are having the desired results.*

The second kind of management information is concerned with reporting of financial data. Reports on the expenditure of funds against budgets form an important piece of information in this area. In addition, it is important for the manager to know how the money is being spent and if obligations are being met on time. If funds are not buying the quality of goods and services necessary to maintain program effectiveness, staying within the budget can be less than satisfactory. If salaries and bills are not being paid on time, the program will suffer.

The third kind of management information concerns logistics. Logistics in general are concerned with the flow of goods and materials through the organization. In family planning communication programs, the flow of communication materials is of central importance. Our example for the decision information matrix was drawn from the logistics area.

To the extent possible, management information should be developed in each area. This will require a number of decision information matrices for a number of management activities.

Special Problems

If the planner has set forth management objectives for a planned activity, and has communicated these successfully to implementing units, a management information system can also identify activities which are not being completed on time. Implementing units will be able to identify those activities which are important to the total program, and will be better able to provide the manager with important information about special problems encountered in implementation.

Two-Way Flow of Information

In our example decision information matrix, and the discussion so far, we have emphasized the need for information to flow upward through the administrative system to enable managers to assess progress and identify problems of implementation. Of equal importance is information flow from the top down.

In constructing our network schedule, we began by deciding which activity groups would require the most time to complete, and how long this would take. In this example the radio production group took longest—8 weeks. We found this time by following the path from event to event.

You can see that for the leaflet production group, there are two paths. The first of these takes 6 weeks; the second, 5 weeks.

From this example you can begin to see how helpful network scheduling can be. Let's ask a few questions about the network to check its effectiveness.

1. What will happen if the pretest of the leaflet is completed one week late (event 4)? What could the manager do if he found out that there would be this delay at the end of the first week of operations?

2. Which activity should be begun first in order to complete the sequence of events within eight weeks?

3. Which activity can be delayed for three weeks from the beginning?

Check your answers on the next page.

Information flow from the top (or the center) should include much more than direct orders and requests for information. At a minimum, we believe that the downward flow of information in the communication program should include information on the following:

**Achievement of Management Objectives:** People doing jobs in a program need to know that their effort is contributing to the achievement of objectives. They need to know if the program is progressing as planned. They need to know what problems have appeared and how these problems are being solved. If the plan and management objectives change, they need to know what these changes are and why they have been made. All of this information gives them a sense of participation in the total program.

**Problems:** When problems appear, and are solved, it is useful to disseminate information about the problem and the solution to those in the organization who may be encountering problems themselves.

**Technical Information:** While management information is directly based on management objectives and activities, the person doing a job needs information about how the job might be done better. This "technical information" must be carefully structured to meet real information needs of different kinds of workers. Information on the technical aspects of a new form of contraception may help the medical doctor in the clinic; but in its most technical form, it is of no use to a fieldworker, who needs to know, in simple terms, how the contraceptive will work, what side effects it may have, and how it may be best explained to audiences of different types.

A balanced two-way flow of information within the organization helps form a web of relationships which can help bind the activities of a large number of people together into an effective program.

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** For some case examples of the role of communication within family planning organizations, see George Beal and John Middleton, Communication and Coordination in Family Planning Programs: A Professional Development Module, Honolulu: East-West Communication Institute, January, 1975.
How Much Information Is Enough?

There is almost always tension in an organization between the information needs of managers and the ability of people at lower levels to provide it. Maintaining a management information system can become a full-time job for many staff if the system is not used carefully and wisely. Specifying decisions and related information needs can help avoid the problem of having staff devote much of their time to report writing. Even so, the planner must always be careful to weigh the cost to the program of developing management information against the benefits of the data. When management information systems become a burden to the program, they have failed in their essential purpose, which is to make the job easier.

We would also note that a good manager will develop as many formal and informal sources of information as he can. He will combine routine reporting with special "program audits" of special problems with his or her own observations of the program. When available information indicates that a decision for change is needed, a wise manager will consult with those whom the decision will affect to see if the information on which the decision is to be based means the same to them as it does to the manager.

Summary and Review: Management Information

Management information is one of two types of evaluation in communication programs (the other is program evaluation). Management information systems are designed to provide routine information to the communication manager on progress and problems in the implementation of communication activities. Data developed through management information systems "feeds back" to management objectives and activities, making planning a truly continuous process.

We have said that the heart of a successful information system is the specification of decisions and decision makers as the basis for identifying information needs. We also indicated that information must be considered in four ways: the type of information, the form of information, the timing of information, and the source of information. The information needed will be different according to the nature of the decision to be made and the place of the decision-maker within the communication organization. We further suggested that decision information matrices should be developed for activities in three areas: personnel, finance, and logistics.

We indicated that a useful information system will identify special problems of implementation as well as provide routine information on the progress of activities. Two-way flow of information was held to be essential in three areas: achievement of management objectives, solutions of problems, and accumulation of technical information. Finally, we pointed out that a management information system is useful so long as it does not create an impossible burden on staff, distracting them from their basic communication tasks.
When you have put the events in logical order, identify the activity groups (we'll give you a hint: there are three groups). Then draw a tentative network showing the relationships among the events. Use the pages provided below for your work, then check your network against ours.

**25 JEC Events**

<table>
<thead>
<tr>
<th>Number</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>F. P. month production began</td>
</tr>
<tr>
<td>2</td>
<td>final draft of leaflet printed</td>
</tr>
<tr>
<td>3</td>
<td>pretest of leaflet completed</td>
</tr>
<tr>
<td>4</td>
<td>first draft of leaflet printed</td>
</tr>
<tr>
<td>5</td>
<td>leaflet distribution plan completed</td>
</tr>
<tr>
<td>6</td>
<td>leaflet distributed to field workers</td>
</tr>
<tr>
<td>7</td>
<td>illustration design of leaflet completed</td>
</tr>
<tr>
<td>8</td>
<td>writing of leaflet content completed</td>
</tr>
<tr>
<td>9</td>
<td>revisions of content and illustrations of leaflet completed</td>
</tr>
<tr>
<td>10</td>
<td>first draft of leaflet approved</td>
</tr>
<tr>
<td>11</td>
<td>pretest of radio spot completed</td>
</tr>
<tr>
<td>12</td>
<td>revisions of radio spot completed</td>
</tr>
<tr>
<td>13</td>
<td>distribution of radio spot to radio stations completed</td>
</tr>
<tr>
<td>14</td>
<td>radio stations contacted for purchase of time</td>
</tr>
<tr>
<td>15</td>
<td>script writing for radio program completed</td>
</tr>
<tr>
<td>16</td>
<td>discussion of radio script completed</td>
</tr>
<tr>
<td>17</td>
<td>first draft of radio spot recorded</td>
</tr>
<tr>
<td>18</td>
<td>TV stations contacted to obtain air time</td>
</tr>
<tr>
<td>19</td>
<td>pretest of videotape of TV spot completed</td>
</tr>
<tr>
<td>20</td>
<td>final TV spot production completed</td>
</tr>
<tr>
<td>21</td>
<td>test version of TV spot completed</td>
</tr>
<tr>
<td>22</td>
<td>discussion of script of TV spot completed</td>
</tr>
<tr>
<td>23</td>
<td>script of TV spot completed</td>
</tr>
<tr>
<td>24</td>
<td>distribution of TV spot to TV stations completed</td>
</tr>
<tr>
<td>25</td>
<td>F. P. month activities completed</td>
</tr>
</tbody>
</table>

We are not going to develop a complete analysis of the techniques of program evaluation in this section. The evaluation and research skills needed to carry out evaluation of this type are beyond the scope of this module. Moreover, most communication planners will draw on the expertise of an Evaluation Division within the family planning program for help in the technical aspects of evaluation. Our final excuse is that an excellent report on program evaluation in family planning is available to those planners who wish to go into more detail on program evaluation.*

We are going to discuss a general framework for considering program evaluation and its relationship to communications planning. In doing so we will focus on contributions that the planner can make to the design of program evaluation and we will give some examples showing how evaluation data can be used to help the planner modify and improve communication strategy.

### Two Kinds of Program Evaluation

When program evaluation is defined as we define it here—development of information to modify and improve strategy—there are two broad kinds of program evaluation. The difference between the two types is primarily one of timing of data use. The first type can be called, for lack of a better term, *program testing*. Program testing includes two major kinds of evaluation activity—pretesting of communication products (films, posters, etc.) and pilot testing of communication strategies.** Both pretesting and pilot testing are concerned with evaluation of components of the total communication program. Typically, both pretesting and pilot testing come before the final adoption of a large scale strategy and program, and are used to test messages, materials, and program designs before a final strategy is implemented.

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The second type of program evaluation can be called impact evaluation. Impact evaluation is concerned with measuring (1) the extent to which communication goals are achieved and (2) the cause and effect relationship between communication program activities (the activities which make strategy come to life) and the achievement of communication goals.

These two different kinds of program evaluation are vitally important. Pretesting of materials is perhaps the easiest and least costly to carry out. Pilot testing requires all of the techniques of full impact evaluation, and is concerned both with goal achievement and the relationship between goal achievement and communication program activities. It is sometimes easier to carry out than full impact evaluation in that the conditions under which a pilot test is carried out are often better controlled than is the case during full program implementation. At the same time, the fact that conditions are better controlled makes the evaluator more careful in applying pilot test results to full program implementation: what is true under carefully controlled conditions may not be true under the conditions surrounding full implementation.

Impact evaluation which seeks to determine the cause and effect relationship between communication activities and communication goals is the most difficult form of evaluation. In seeking to carry out this kind of evaluation, the evaluator has as a goal being able to say something like this: "We are quite certain that the radio campaign resulted in an increase of 45% in knowledge of family planning methods among married couples age 20-29 in province A; the probability of error in our conclusion is less than 5%.''

This is a strong statement to make. And to make it, the evaluator will have to use experimental designs, carefully controlled sampling plans and procedures, and relatively sophisticated statistical techniques. All of this is costly, if not in actual dollar terms, then in terms of the expertise required to design and carry out field experimental research. It can be done, and it has been done. And we think it should be done.

The Planner’s Contribution

But back to the communication planner. If the planner is not an expert in evaluation research, how does his work fit into the development of program evaluation?

The planner contributes the following things:

From Communication Goals:
1. the specific audience of the communication
2. the type and amount of change expected in the audience
3. the type of measurement to be used
4. the time frame for the accomplishment of the goal
From Communication Strategy:

1. the communication approach to change to be used
2. the messages expected to create desired change
3. the channels to be used to reach audiences
4. the source for messages

In short, the planner contributes the communication plan. And this is quite a lot. The chances are that few family planning communication evaluators have had this much information to work with in designing impact evaluation—or pilot projects. This information is also needed to design pretesting of communication materials.

The planner provides this expertise—the evaluator adds skills in evaluation research. Together, the planner and the evaluator can work out a plan for program evaluation which will provide information to use in assessing the effectiveness of communication strategies in achieving communication goals.

**Using Program Evaluation Information**

Evaluators provide information and recommendations; managers and planners must make decisions using the information provided. This is not always an easy task. Most impact evaluation information presented will require careful study before recommendations can be followed. In the following pages we present two examples of impact evaluation. The first is a study of total program impact. The second is a report of a pilot project of a communication strategy.

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**An Example of an Impact Evaluation Report**

In 1968 a report was made on progress in the Singapore national family planning program.* This report combined analysis of program activities in IEC with an analysis of trends in acceptor rates. The report concludes:

A sustained program of education using all these methods has led to continued rise of new family planning acceptors. The intensive methods of education and publicity used in the past two years have already brought about a changed social attitude. The use of mass media as well as extensive educational work in the community has led to the acceptance of family planning as an open subject in Singapore. It has made it a much discussed subject.

Let's look at some of the information that was used to support this conclusion.

Look at Figure 1 below. It shows a "trend line" for monthly acceptors for the period January 1966 to December 1967. This period represents the first two years of operation of the government sponsored program, which took the place of the program sponsored for the previous sixteen years by the private association.

FIGURE 1: New Family Planning Acceptors 1966–1967
A number of major program events are shown on the graph at the times they took place. Briefly, these are:

1. The initiation of the government program—January, 1966

2. Beginning of negative rumors about the IUD, which accounted for about 10% of all acceptors—March, 1966

3. Post-partum project which had been the main source of IUDs redesigned to emphasize family planning in general, with the oral pill as main method—July 1966

4. Mass education program begun—September, 1966


6. Personal midwife follow-up visits increased—March, 1967

7. Local community education program begun—May, 1967

Take a few minutes to study the graph and the relationship between the events listed and the trend in acceptors. Do you see any relationships? Do you have enough information to decide what effect each event had on the trend?

Using the relationship in time of program events and acceptor rates as the criteria, the graph suggests that halting the IUD program and emphasizing pills led to a dramatic increase, or at least a return to the rate of increase before the onset of rumors. On the other hand, it appears as if the initiation of the educational campaign actually depressed this new trend. The graph is misleading in this respect, however. Although the educational campaign appears to have occurred after the increase in September, it may have been initiated early in September and therefore during the September increase in acceptors. The exact date of the campaign's initiation, level of activity during this first month, and level of message transmissions are not reported. The same problem of interpretation occurs at the peak associated with the increase in midwife follow-up. More precise knowledge of the timing of events is required to assess the true relationships of these relationships with acceptor rates.
Assuming that there is a relationship between program activities and number of new acceptors and that the proper time relationship exists, it may still be difficult to assess the relative effects of each program component and other influences. As Figure 2 shows, there has been a steady rise in new acceptors since 1949, especially since the government's decision to control in 1965.

FIGURE 2: New Family Planning Acceptors, 1949-1968

Is the rise during 1966-67 due to:

(a) active government sponsorship?

(b) more efficiently run clinics?

(c) greater access to contraceptive services?

(d) the expanded public education program?

(e) increased personal discussion of family planning by individuals?

(f) or lower prices for contraceptives? (3-4 times cheaper after January 1966).
Now that you have checked your network against ours, you may have arrived at a slightly different network. This is a perfectly legitimate aspect of network development. The exact shape of a network is a matter of judgment. You should, however, have identified the three activity groups of leaflet, radio, and TV production, and have put events in pretty much the same order. Now that you have put the events in logical order, and drawn a tentative network, the next step is to identify successor and predecessor events and make time estimates for activities. We will help you along with this process by providing the time estimates. The table below is based on our tentative network, and gives time estimates for activities in terms of days required.

<table>
<thead>
<tr>
<th>Predecessor</th>
<th>Successor</th>
<th>Time Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>8</td>
<td>writing leaflet content 3</td>
</tr>
<tr>
<td>1</td>
<td>7</td>
<td>designing leaflet illustration 2</td>
</tr>
<tr>
<td>8</td>
<td>10</td>
<td>discuss leaflet design 2</td>
</tr>
<tr>
<td>7</td>
<td>10</td>
<td>discuss leaflet content 1</td>
</tr>
<tr>
<td>10</td>
<td>4</td>
<td>print first draft of leaflet 4</td>
</tr>
<tr>
<td>4</td>
<td>3</td>
<td>pretest leaflet 4</td>
</tr>
<tr>
<td>3</td>
<td>9</td>
<td>change content of leaflet 4</td>
</tr>
<tr>
<td>9</td>
<td>2</td>
<td>print final draft of leaflet 7</td>
</tr>
<tr>
<td>2</td>
<td>6</td>
<td>distribute leaflet 15</td>
</tr>
<tr>
<td>6, 13, 24</td>
<td>25</td>
<td>F. P. month activities 30</td>
</tr>
<tr>
<td>7</td>
<td>5</td>
<td>design distribution plan 1</td>
</tr>
<tr>
<td>5</td>
<td>6</td>
<td>distribution of leaflet 15</td>
</tr>
<tr>
<td>1</td>
<td>15</td>
<td>write radio script 3</td>
</tr>
<tr>
<td>15</td>
<td>16</td>
<td>discuss radio script 1</td>
</tr>
<tr>
<td>16</td>
<td>17</td>
<td>record first draft of radio spot 1</td>
</tr>
</tbody>
</table>

There is, of course, not enough information to establish the relative effects of these influences. This evaluation was done after the fact, apparently with little systematic planning prior to the program in order to answer this type of question. This report does show the value of keeping accurate records of program activities and desired changes in the target population.

There is also very little evidence to support the conclusion that the education campaign has made family planning an "open" and "much discussed" subject, except perhaps among program personnel. A small, relatively inexpensive follow-up survey after the national exhibition or community program would have provided some useful evidence upon which to base such an inference.

This example illustrates some of the strengths and weaknesses of this strategy for collecting evaluation information. Significantly, the example suggests that the report could be strengthened by a small, relatively inexpensive survey. Very often surveys, especially surveys based on a sample of the intended target audience, can provide this added dimension to evaluation strategy.

The role of the planner, then, is to work closely with evaluation experts either in his organization, or in cooperating institutions, to think through the kinds of information needed by the administrator and to plan these evaluation strategies as part of the overall IEC plan. This kind of planning, for example, would have strengthened the report discussed above. Critical to the process of developing these strategies is the involvement of the administrator who must, in the end, make the decisions regarding program change and improvement.

A Pilot Project

Pilot testing involves the implementation, on a small scale, of all of the elements of a new program strategy. When we plan a new strategy, particularly one which will require a large amount of our resources, we want to test the effectiveness of the strategy in achieving communication goals, as well as study the implementation, on a small scale, of program activities.
Very often it is possible to introduce experimental designs into the evaluation of pilot projects. When we are testing a new strategy on a small scale, it is helpful to compare the strategy with other approaches. There have been a number of such evaluations carried out. Let's take a look at an example of an experimental pilot evaluation of a communication strategy in Colombia.
EXAMPLE
PILOT TESTING A COMMUNICATION STRATEGY*

A pilot test was conducted in Colombia to analyze the influence of radio programming on clinic attendance. It was decided to use older established clinics where records of clinic acceptors made it possible to draw a "trend line." This line predicted the number of acceptors which, based on past experience, could be expected in each clinic without the radio campaign. Centro Piloto and Hospital San Jose, two of the longest established clinics in the city of Bogota, were used. Both clinics had reached their peak attendance several years previously and had had declining attendance since. The trends in attendance of these two clinics are shown in Figure 1.

FIGURE 1: Growth of New Patients by Quarter-Years of Clinic Operation at Four Principal PROFAMILIA Clinics Prior to the Radio Campaign

As you can see, attendance rates were declining in all four prior to the campaign.

Centro Piloto was identified in the radio announcements during the campaign period of February to October, while Hospital San Jose was not. During and after the campaign, San Jose continued its expected trend while Centro Piloto reversed its trend, and the number of new patients rose until October (see Figure 2). At its peak, number of new patients was four times what it would have been according to the pre-campaign trend. The number of new patients declined a little at Centro Piloto in November and December but still remained above the level prior to the campaign.

FIGURE 2: Projected and Actual Number of New Patients per Month for Two Bogota Clinics during the Radio Campaign
Two clinics in the city of Baranquilla followed the same procedure as those in Bogota. Atlantico was announced over the radio while Bautista was not. Before the campaign, both clinics were showing positive growth trends. As shown in Figure 3, Atlantico’s gain in new patients during the campaign rose substantially while Bautista continued on its trend line. Even after the campaign, Atlantico’s growth in new patients remained above the pre-campaign trend.

FIGURE 3: Projected and Actual Number of New Patients per Month for Two Barranquilla Clinics during the Radio Campaign

Thus, the question, "What would have happened without the radio programs" could be answered indirectly through comparison—first, with previous time periods for the same clinic by use of its trend line, and second, with data from a similar clinic not specifically mentioned over the radio. Evidence from more than one city increases our confidence that the radio campaign is significantly responsible for the observed outcome.
We have given this example simply to illustrate some of the kinds of information that a pilot project, if well designed, can provide for the administrator. Obviously, much work must go into the design and implementation of such efforts. But that is what evaluation experts are for!

**Summary and Review: Program Evaluation**

Communication program evaluation is concerned with measuring the achievement of communication goals, and identifying the cause and effect relationships between strategies and goal achievement.

There are two broad kinds of program evaluation, **program testing** and **impact evaluation**. Program testing includes **pretesting** of communication products and materials and **pilot testing** of program components. **Impact evaluation** is the most difficult form of evaluation, requiring well-developed expertise in social science research methods.

The planner contributes specific communication goals and strategies to the process of evaluation design. Working closely with an evaluation expert, the planner "plans" evaluation as an integral part of the total communication program.
Self-Test

Check your progress on the main ideas of this unit by answering the following questions:

1. Describe the difference between management information and program evaluation.

2. What is the main management activity on which management systems are based?

3. Write down four characteristics of information needs for management decisions.

4. Describe three kinds of management activities on which routine information may be needed for management decisions.
5. List three kinds of information which should flow from central management to lower levels in the organization.

6. Describe two kinds of program evaluation.

7. Write down the major contributions that the planner makes to the development of program evaluation.
Your network schedule may not have been exactly like ours, but the chances are that it is quite similar. Let's take a few minutes to discuss some of the implications of our schedule.

The first implication is that the television activity group takes a little over 100 days to complete (102 days to be exact). This is the path O-23-22-19-2U-24. We often call this the critical path because any delay in completing activities on this path will delay the completion of the final activity—In this case Family Planning Month activities. Thus this path should receive the most careful monitoring by the manager.

Second, slack time exists in all other paths. There are two implications from this slack time for the manager. The first is that it may be possible to take resources away from the activities of these slack paths and apply them to the critical path. For example, radio script writers and producers might be made available to help with television activities. This might make likely that activities on the critical path would be achieved in time. It would also mean that resources would be taken away from radio activities, thus requiring more time for their completion. However, this would be acceptable so long as all slack in the radio paths is not taken up.

The second implication is that the planner or manager might want to begin television activities much earlier than radio or leaflet activities. You will notice for example, that while the time estimate for the activity of family planning month (events O6—27) in the leaflet path is 30 days, almost 60 days are available for this activity if leaflet activity is begun at the same time as radio and TV. Thus the planner might decide to start leaflet work 20 to 30 days after television work begins. A similar analysis can be made for the radio path, where even more slack time is available. If the manager has to decide when to begin different activity groups, this kind of information is invaluable.

Network Schedule's Big Brother

Network scheduling has a big brother that is much more powerful and, at the same time, more difficult to use. This is Program Evaluation and Review Technique (PERT). PERT uses the same basic concepts as network scheduling—events, activities, critical path— but adds statistical techniques for estimating the probability of completion of activities in a given time period. It also enables you to trace the effects of changing time estimates (for example, by shifting resources) on the entire network, including identifying if a new critical path has been established, with considerable accuracy.

Answers to Self-Test

1. Management information is concerned with monitoring progress on management objectives and activities. Program evaluation is concerned with the achievement of communication goals, as well as the cause and effect relationship between strategies and goal achievement.

2. The basis for management information systems is the specification of decisions and decision-makers at different levels in the organization.

3. Four characteristics of information needs for management decisions are: (1) the type of information required; (2) the form in which the information is presented; (3) the timing of the presentation of the information; and (4) the source of the information.

4. Personnel, finance, logistics.

5. (1) Information on achievement of management objectives; (2) information on problems and problem solutions; (3) technical information which helps people do their job better.

6. Two kinds of program evaluation are: (1) program testing, through pre-testing of materials and pilot testing of program components; (2) impact evaluation, which is concerned with achievement of communication goals and the cause and effect relationship between goal achievement and strategy.

7. The planner contributes specific communication goals which identify (1) the specific audience of the communication; (2) the type and amount of change expected in the audience; (3) the type of measurement to be used; and (4) the time frame for the accomplishment of the goal. In addition, the planner contributes a specific strategy which describes communication approach, messages, channels, and source.
If you are interested in learning PERT, we suggest you complete the programmed text below.

A Programmed Text on PERT
A Programmed Introduction to PERT


SECTION II: THE PLANNING BUDGET

Having a well-thought-out strategy and a schedule for the activities and events of implementation is only part of the planning process. Resources necessary to accomplish the activities must be budgeted. In this section we will discuss a budget planning technique which helps the planner and the manager in the critical task of "Resource Estimation and Control."

Resource Estimation and Control

Why are we using a big phrase, "resource estimation and control," when a little word, "budgeting," would do? The answer is quite straightforward, and you probably know what it is. Budgeting usually refers to planning for the expenditure of money. Resource estimation, on the other hand, means planning for the expenditure of two additional resources. These are, of course, people and time. "Control" means planning to use resources correctly as the program unfolds.

Regardless of the format the planner has used for scheduling the activities of his communication effort, it is usually helpful to estimate what each activity will require in terms of money, people and time. If the planner has built a network schedule (or a PERT Chart) for his activities, he has already made some careful estimates of time required to complete certain tasks. In establishing these estimates, he has had to take into account the money and people required to complete activities within time estimates. He has already completed the process of "balancing" the three resources--money, people, and time--to come up with a mix which fits the resources available.

ADDITIONAL READINGS

For those planners who take an active role in the actual design of evaluation for IEC programs, or who are interested in going into the topic in more depth, the following readings are suggested. All readings are in the Supplementary Readings to the Module.


Let's assume that, as a planner, you have reached the point in the development of a plan where planning is complete through the development of a network schedule and estimates of the three key resources are completed. You will have probably put these estimates in the form of a budget, which probably emphasizes the money resource. Your format might look something like this:

**IEC Project Budget**

<table>
<thead>
<tr>
<th>Source</th>
<th>Two</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Staff</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Project Director</td>
<td>(12 months)</td>
<td>(20,000)</td>
</tr>
<tr>
<td>- 2 Health Educators</td>
<td>(2)</td>
<td>(12 months)</td>
</tr>
<tr>
<td>- 3 Statisticians</td>
<td>(3)</td>
<td>(14,000)</td>
</tr>
<tr>
<td>- 1 Accountant</td>
<td>(12 months)</td>
<td>(13,000)</td>
</tr>
<tr>
<td>- 7 Fieldworker Supervisors</td>
<td>(7)</td>
<td>(7,600)</td>
</tr>
<tr>
<td>- 58 Fieldworkers</td>
<td>(58)</td>
<td>(4,000)</td>
</tr>
<tr>
<td>- 10 Mobile Unit Drivers</td>
<td>(10)</td>
<td>(8 months)</td>
</tr>
<tr>
<td>- 10 Nurse Aids</td>
<td>(10)</td>
<td>(16,000)</td>
</tr>
</tbody>
</table>

**Total** 7,552,400

*Adapted slightly from JEC budget used in 1972 in an Asian country.*
### IEC Project Budget (cont.)

<table>
<thead>
<tr>
<th>Source</th>
<th>One</th>
<th>Two</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mass Media</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- 500 Banners</td>
<td>500</td>
<td>500</td>
<td>1,000</td>
</tr>
<tr>
<td>- 20 film clips</td>
<td>20</td>
<td>20</td>
<td>40</td>
</tr>
<tr>
<td>- 40,000 newspaper ads</td>
<td>40,000</td>
<td>40,000</td>
<td>80,000</td>
</tr>
<tr>
<td>- 20,000 mailings</td>
<td>20,000</td>
<td>20,000</td>
<td>40,000</td>
</tr>
<tr>
<td>- 10,000 posters</td>
<td>10,000</td>
<td>10,000</td>
<td>20,000</td>
</tr>
<tr>
<td>Radio</td>
<td>15,000</td>
<td>15,000</td>
<td>30,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100,000</strong></td>
<td><strong>100,000</strong></td>
<td><strong>200,000</strong></td>
</tr>
</tbody>
</table>

**7. Advisory Services**

- 3 man months
- Total: 457,500

**8. Contingencies**

- **Total**: 120,170
- **Total**: 159,972
- **Total**: 280,142
MODULE SUMMARY AND REVIEW

In the seven units of this module we have discussed a great number of complex concepts. As a final review, we have listed the concepts below in summary form.

THE PLANNING PROCESS: FIVE ASPECTS

1. Planning is a human process that people engage in to define problems and solutions, to decide how solutions can be made to happen, and to decide how to find out if problems have been solved.

2. Planning requires consultation with key individuals and organizations.

3. A plan is a communication tool.

4. Plans should be flexible.

5. Plans should deal with both strategy and management planning.

A SYSTEMS MODEL FOR COMMUNICATION PLANNING

A six-phase communication planning model was presented and used as the structure for the module. The six phases of planning identified in the model, are I: Selecting and Analyzing Audiences; II: Setting Communication Goals; III: Designing Strategy; IV: Setting Management Objectives; V: Planning Activities; and VI: Planning Evaluation.

The basic concepts of each phase are summarized below.

Phase I: Selecting and Analyzing Audiences

1. There are two purposes of audience analysis: (1) selecting priority audiences and (2) analyzing selected audiences as the basis for strategy development.

2. The four steps of audience analysis are: (1) identify the stage of the family planning program; (2) identify audiences whose behavior most affects the problem; (3) apply the principle of similarity; and (4) develop strategy analysis.
3. The five audience types at different stages of family planning program
development are: (1) staff audiences; (2) leadership; (3) fieldworkers; (4) ready
acceptors; and (5) hard-to-convince special groups. Each of these broad audi-
ence categories will require different communication strategies.

4. Three ways to set priorities among audiences are: (1) using demographic
information (usually on fertility); (2) assessing the probability that the audience
is likely to accept family planning; and (3) determining whether or not audiences
are reached by available channels. Of the three methods, the first is potentially
most valuable, but requires the most information and thinking. The third
method is easy but ignores the fact that channels may not reach most important
audiences. The second method can be helpful.

5. Once priority audiences have been initially selected, it is important to
further divide these audiences into groups of people who are likely to decode or
interpret messages in the same way. This requires the application of the
principle of similarity. Some characteristics of similarity include literacy,
marital status, sex, level of education, occupation, etc.

6. Once priority audiences have been selected and analyzed in terms of similarity
characteristics, analysis should be continued to develop information to use
as the basis for designing communication strategies for each audience. Four
kinds of information useful in strategy development are: (1) causes of fertility
behavior; (2) information for selecting a communication approach to change;
(3) information for message development; and (4) information on communication
access and behavior of the audience.

Phase II: Setting Communication Goals

7. Once audiences have been selected and analyzed, communication goals can
be set for each audience.

8. Communication goals can be placed in a hierarchy which shows the relations-
ships within a set of goals, including the assumptions that link goals together.
A "hierarchy of goals" can help the planner relate communication goals to
broader family planning program goals.

9. Communication goals serve two functions: communication and measurement.

10. Communication goals are most helpful when they (1) identify the audience
of the communication; (2) identify the type and amount of change expected in
the audience; (3) identify the type of measurement to be used; and (4) identify
the time frame for accomplishment of the goal.

11. Communication goals tend to change when general audience categories change
as the family planning program develops.
Phase III: Designing Communication Strategy

12. Once communication goals are set, strategy can be designed. The basic components of a communication strategy are: (1) a communication approach to change (information transmission, learning, or persuasion); (2) messages; (3) message sources; and (4) channels. Each element of strategy requires a conscious choice on the part of the planner between alternatives. This choice requires balancing desired alternatives with practical considerations. Strategy development choices are interrelated, requiring the planner to adjust the elements of strategy with each other until a feasible "whole" is developed.

13. Two kinds of information about audiences are used to develop messages. The first is about the type of change desired in the audience. The second is information about characteristics of the audience which will determine how individuals in the audience will decode messages; fertility causes and communication access and behavior are particularly important characteristics for the family planning communication planner.

14. Choosing communication sources that are credible to the audience is an important component of strategy. Source credibility is based on the perceived expertise and/or trustworthiness of the communicator.

15. The five steps in channel selection are: (1) list channels that reach the audience; (2) evaluate each channel in terms of the communication approach being used; (3) determine whether the channels are available; (4) determine cost-effectiveness of available channels; (5) use several channels.

Phase IV: Setting Management Objectives

16. Management objectives are the link between strategy and action, and express the actions that will be taken to make strategy come alive.

17. Management objectives, like communication goals, serve two functions: communication and measurement.

18. Management objectives describe who will do what when to implement strategy.

Phase V: Planning Activities

19. Once management objectives have been established, the planner must develop activities of implementation. These activities must be scheduled and budgeted. In addition, barriers to plan implementation should be anticipated.
20. Three alternative forms of scheduling are: (1) the monthly work plan; (2) the time and effort chart; and (3) network scheduling. In general, beginning with the monthly work plan, these techniques increase in difficulty and in usefulness. A fourth technique, Program Evaluation Review Technique (PERT) is the most difficult and is usually useful only for rather large and complex programs.

21. The usefulness of a budget as a planning and management tool is increased by framing the budget in program terms, identifying program components for which cost-comparisons are useful in planning, and allocating all budgeted costs to these components.

22. No plan is ever perfect. Planners might therefore take the time to anticipate problems that might be encountered in implementation. These problems, or "barriers," can be thought of in four categories: (1) the nature of the plan itself (complexity, amount of change required); (2) political support; (3) administrative capability in terms of people who will implement; and (4) administrative capability in terms of organizational structure.

Phase VI: Planning for Evaluation

23. The function of evaluation is to maximize the effect of the program, not to maximize understanding of how communication works.

24. Complete evaluation of a family planning communication program has two major components. The first is management information, which focuses on the achievement of management objectives, developing routine information on progress and problems of implementation. The second is program evaluation, which focuses on the achievement of communication goals.

25. Management information systems are based on specification of decisions and decision-makers; this specification leads to the identification of information needs.

26. Information needs can be described in terms of type of information, form of information, timing of information, and source of information.

27. Three broad categories for the development of management information are: (1) personnel; (2) finance; and (3) logistics.

28. Management information systems should encourage two-way flow of information within the organization. Information flowing downward should cover achievement of management objectives, problems and problem solutions, and technical information to help people do their jobs better.
<table>
<thead>
<tr>
<th>Program Element</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Staff</td>
<td>Nine different staff titles are listed in the basic budget. Allocating the time of some of them is quite easy. The accountants probably go 100% to administration, and the statisticians 100% to research/evaluation.</td>
</tr>
<tr>
<td>II. Vehicles</td>
<td></td>
</tr>
<tr>
<td>III. Payment for Referrals</td>
<td></td>
</tr>
<tr>
<td>IV. Fees for Doctors</td>
<td></td>
</tr>
<tr>
<td>V. Mass Media</td>
<td></td>
</tr>
<tr>
<td>VI. Training</td>
<td></td>
</tr>
<tr>
<td>VII. Advisor</td>
<td></td>
</tr>
<tr>
<td>VIII. Contingencies</td>
<td></td>
</tr>
</tbody>
</table>

**TOTALS**

This is a simple, yet effective, program budget format. To fill in the amounts, the planner must make some estimations of the proportions of each cost category amount that will be allocated to each program element. This appears easy, but is often the most difficult part of the process. Since the cost categories in the example are taken from a "real" budget, let's take a look at some of the ways in which costs can be allocated to program elements:

29. There are two kinds of program evaluation: (1) **program testing**, which includes pretesting of communication products and materials and pilot testing of program components; and (2) **impact evaluation**, which measures achievement of communication goals and cause and effect relationships between strategies and achievement of communication goals.

30. The planner's contribution to evaluation planning includes specific communication goals and strategies.
The mobile van drivers are a bit more difficult. The program plan, however, indicates that they operate 75% of the time in support of extension education programs, and 25% in support of fieldworker visits. Following this allocation of effort in the program sector, we allocate the costs of the drivers accordingly: 75% to extension education, and 25% to fieldworker visits.

The nurse aides and mobile fieldworkers work with the mobile vans. We can therefore allocate their costs in the same way: 75% go to extension education, and 25% to the fieldworker program.

How would you allocate the time and cost of the following staff? Give your answers and your reasons:

I. Staff
   - Project Director:
   - 2 Health Educators:
   - 7 Fieldworker Supervisors:
   - 58 Fieldworkers:

II. Vehicles
   Following the allocation of time and cost for the mobile van drivers, allocation of vehicle time would be 75% to extension education, 25% to fieldworkers.
III. Payment for Referrals

The program that this budget was designed for includes the provision of services. The mobile vans are to distribute oral pills and condoms, and refer clients interested in IUDs or sterilization to doctors. Field-workers will also make IUD and sterilization referrals. A fee will be paid to each fieldworker or mobile van team member for each referral. Referral fees can be allocated based on past experience with the number of referrals typically made in a month through the extension education program or through fieldworkers. Alternatively, they can be made in terms of the referral objectives for each type program; that is, how many referrals of each kind are expected for each program compared.

IV. Fees for Doctors

Because doctor fees are directly tied to referrals, they could be allocated to program elements in exactly the same way.

V. Mass Media

At the simplest level, mass media costs can be strictly allocated to radio, public exhibits, mailings, and newspapers. If, however, some of these materials were to be used in support of extension education programs, or fieldworkers' visits, the proportion of the cost for the materials which are used this way would be assigned to these program elements.

VI. Training

Training costs would be allocated by matching the type of person to be trained with the program element he or she would work in. When persons work in more than one program element, their costs would be allocated in proportion to their time spent in each. In this example budget, all those to be trained would work in the extension education program.

VII. Advisory Services

Allocate these according to the percentage of time advisors spend in the different program elements.

VIII. Contingencies

Contingencies can be allocated as a percentage of the total cost for each program element, or held as a reserve for the total program.

SUPPLEMENTARY READINGS

1. "Comparative Study of the Development and Utilization of Family Planning Themes, Slogans and Non-verbal Symbols and Designs of the National Family Planning Program of Trinidad and Tobago" - Whilma Lewis Donald


The decisions on amounts to be allocated to each program element can be made in several ways. There is, however, one guiding principle. The costs allocated should reflect, as accurately as possible, the resources that the particular program activity will consume out of the total. Below is a sample program budget based on our example and using the program element list given above.

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
<th>Staffing</th>
<th>Duration</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Staff</td>
<td>Project Director</td>
<td>1</td>
<td>12 months</td>
<td>20,000</td>
</tr>
<tr>
<td></td>
<td>Health Educators</td>
<td>2</td>
<td>12 months</td>
<td>20,000</td>
</tr>
<tr>
<td></td>
<td>Statisticians</td>
<td>3</td>
<td>12 months</td>
<td>14,000</td>
</tr>
<tr>
<td></td>
<td>Accountant</td>
<td>1</td>
<td>12 months</td>
<td>13,000</td>
</tr>
<tr>
<td></td>
<td>Fieldworker Super.</td>
<td>7</td>
<td>12 months</td>
<td>7,600</td>
</tr>
<tr>
<td></td>
<td>Fieldworkers</td>
<td>58</td>
<td>12 months</td>
<td>4,000</td>
</tr>
<tr>
<td></td>
<td>Mobile Unit Driver</td>
<td>10</td>
<td>8 months</td>
<td>11,000</td>
</tr>
<tr>
<td></td>
<td>Nurse Aides</td>
<td>10</td>
<td>8 months</td>
<td>16,000</td>
</tr>
<tr>
<td></td>
<td>Mobile Fieldworker</td>
<td>10</td>
<td>8 months</td>
<td>16,000</td>
</tr>
</tbody>
</table>

Total: 180,120,140,35,156,11,638.4,784,660,220,880,1280,336,524,120,2730,4422.4,35,35,40,8242.4,155
Position

Trinidad and Tobago, a unitary state, comprises two small islands in the Caribbean and are the most southerly of the West Indian chain. They are situated towards the north east of Venezuela at approximately 61°W of Greenwich and 10 1/2°N of the equator. Tobago lies about 19 miles off the north east tip of Trinidad.

Size

Trinidad, the larger island is about 65 miles long and 48 miles wide. It covers an area of 1,864 square miles. Tobago, considered the small sister is approximately 32 miles long, 11 miles wide with an area of 116 square miles.

Climate

The climate is tropical with an average temperature of 84°F during the day and 74°F at nights. The islands experience a dry season from January to May and a rainy from June to December.

History and Government

The islands were discovered by Christopher Columbus in 1498, and after being ruled by various European powers, fell under
British control early in the nineteenth century. In 1962, the country gained independence within the British Commonwealth.

At present the country is governed by a Governor General. Government constitutes the Legislative Council—a fully elected house of representatives and the Senate which consists of nominated members. Cabinet is headed by the Prime Minister and comprises all ministers of government.

Minerals

Trinidad is rich in oil—obtained both in and off shore. At present over 50 billion barrels are exported and this amounts to one-half percent of world output. Despite the small appearance of this figure, it has made Trinidad and Tobago the richest country in the Commonwealth Caribbean. Oil accounts for over 80% of the exports and provides the government with half its revenue. In addition to oil, the largest source of natural asphalt in the world is at LaBrea in south west Trinidad, occupying an area of 95 square acres. Asphalt is used for surfacing roads and is constantly in demand. Since 1900, seven million tons have been removed and half of this figure has been exported to many parts of the world.

Agriculture

Sugar cane is the chief staple with cocoa, coffee, coconuts, citrus fruits, tobacco and bananas as subsidiaries. Whereas Trinidad can be considered both industrial and agricultural, Tobago is mainly agricultural.
Industry

There is a wide range of small industries. The most industrialized area is in and around the city of Port of Spain—the region which is most densely populated.

Over a million tons of rum are produced annually from sugar cane. Angostura bitters (with a secret formula) originally used as a medicine, now used world-wide to flavor cocktails, is locally made from rum. Vodka and gin are also made from sugar. Other industries include manufacture of pharmaceuticals, bottles, clothes, shoes, furniture, artificial fertilizers, paints, cement products, metal containers, boxes, cartons, plastic goods and cigarettes. Numerous foods are processed and some makes of cars, trucks, buses and machines are locally assembled.

Economy

The economy of the country is dependent mainly on oil which is responsible for more than 80% of foreign revenue. Its per capita income is over $600 U.S. and (excluding the American islands) represents the second highest for the Caribbean and Latin American countries.

People and Population

The population of Trinidad is the most diversified in the West Indies. The two major ethnic groups are negroes and east indians and each group comprises over 40% of the total population. The remainder consists of small proportions of Chinese, French,
Syrians, Portuguese and Jews. As a result of inter marriages and relationships, many people are of mixed races. In Tobago, 90% of the people are of Negro decent and it is less cosmopolitan.

Religion

As a result of the "plural society" which stems from the cosmopolitan nature of the population there are numerous religions. In the four major religious groups out of an estimated population of one million, there are approximately 300,000 Roman Catholics, 175,000 Anglicans (Episcopal), 190,000 Hindus and 50,000 Muslims.

Culture

Developing from folk songs used in the earliest days of slavery are calypsos which now form an important aspect of the culture of the country. Steelband music which also originated in Trinidad gradually has developed into an accepted form of music throughout many countries of the world. From the sale of records of calypso and steelband music and from tourism, millions of dollars are brought into the country annually.

Carnival is celebrated annually on the Monday and Tuesday preceeding Ash Wednesday. This is a national festival at which thousands of disguised masqueraders dance and parade the streets to the strains of calypso music of steelbands and instrumental orchestras. Thousands of tourists visit Trinidad for this celebration.

Other celebrations include Christmas where there is great frolicking. Parang—the music sung at Christmas is a trace of the former spanish and french customs.
Many East Indian customs have been retained by this sector and have contributed to the enrichment of the country's culture. Indian songs, dances and music form part of the cultural structure and Hosein and Phagwa are celebrated annually.

A large variety of games are played but football and cricket have virtually become part of the culture of the country.

Tourism

Apart from carnival which is a major tourist attraction, thousands of tourists visit the country annually at other times to enjoy the tropical sunshine, the sceneries and long wide sandy beaches. Places of interest include the asphalt lake, the oil refineries, the bird sanctuary at Caroni swamp—where the scarlet ibis is seen in its natural habitat as well as the bird of paradise sanctuary and the Buccoo Coral Reef in Tobago.

Population Growth

During the century 1861 to 1960, the population of Trinidad and Tobago doubled itself on three occasions. The annual rate of growth fluctuated at intervals during this period, but from 1921, after the first world war, there was a steady rise.

From 1930 the net increase was as a result of high birth rates, declining death rates and large scale immigration from the smaller neighboring West Indian islands.

During the period 1931 to 1946, the annual rate of growth was 2.03% and this increased to 2.87% for the period 1946 to
1960. In 1946, the birth rate was 38.5 and death rate 13.7. In 1961 the birth rate was 37.9 but the death rate had declined 7.9. From 1960, both the birth and death rate declined further and by the end of that decade the birth rate was 24.2 and death rate 6.8.

After 1963 the migration pattern reversed. In 1962 net migration was +2,600, in 1963 it was -2,116. The increase continued steadily and reached -17,370 in 1970 but declined substantially in 1971 to -7,210.

The Family Planning Program

The history of family planning in Trinidad and Tobago dates back to September 1956 when a medical practitioner and a pioneer group of private organizers opened the first family planning clinic in south Trinidad. This group later identified itself as the Family Planning Association.

Since the efforts of this private and voluntary organization were faced with many handicaps (e.g., lack of both government and community support, funds, opposition from the Roman Catholic church and inability to recruit voluntary staff), the growth of family planning during this initial phase was slow.

In 1960 the group redesignated itself as The Trinidad and Tobago Family Planning Association and in April 1971 the organization became an affiliate of International Planned Parenthood. By this time the association was successfully operating three
family planning clinics—one each in Port of Spain, San Fernando and Point Fortin. By 1965 there were five family planning clinics and each was run by full time salaried staff as well as voluntary staff.

In January 1965, The People's National Movement (P.N.M)—the political party in office, appointed a committee from its General Council "to consider and report on what should be the party's attitude towards Family Planning, having regard to the social, economical, medical and moral considerations involved." In March of that year, the committee submitted its report recommending among other things "that the P.N.M. should accept family planning as necessary to the social and economical progress of the country at this stage of its development as beneficial to the health and moral welfare of its people."

In April 1967 the P.N.M. held a special convention to study and comment on the report of the P.N.M. committee on Family Planning. This convention requested the government "to institute a national program of education on Family Planning and to introduce a Family Planning Program on a national scale to cater for the needs and desires of all."

As a result of this, in June 1967 cabinet appointed a Population Council to advise the Ministry of Health on the organization of a National Program that would coordinate all family planning activities in the country.
In 1968, in an effort to provide general advisory services on family planning for its people, the Catholic Marriage Advisory Council (C.M.A.C.) established its first family planning clinic in Port of Spain.

During 1968 the National Family Planning Program got well on the way and by the end of that year there were 17 clinics—8 operated by F.P.A., 8 by government and 1 by the C.M.A.C.

Structure and Organization of the N.F.P.P.

The Population Council is appointed by cabinet to serve for a two year period and functions as an advisory body to the Ministry of Health. It has a membership of about fifteen and consists of representatives of the Ministry of Health (including the Population Program), the Ministry of Planning and Development, Public Relations Division of the Prime Minister, Statistical Department, Family Planning Association, Catholic Marriage Advisory Council, Community and Religious leaders. The chairman of the Council is named by Cabinet and the Director of the Population Program serves as secretary.

Population Council has been entrusted with the coordination of the overall development, implementation, evaluation and readjustment of the National Family Planning Program.

There are five committees of the Council, namely,

(a) The Community Education and Publicity Committee
(b) The Maternal and Child Health Committee
(c) The Evaluation and Research Committee
(d) The Medical Committee

(e) The Finance Committee

Each committee deals with a particular aspect of the program and advises the Council on matters which relate to that component.

The government family planning program functions as a unit within the Ministry of Health and is referred to as the Population Program.

The Office of the Population Program is the center from which all activities of the population program are directed. In addition it is through this office that coordination of the activities of the three arms of the National Program takes place. Meetings of the Population Council and the various committees are also held at this office.

GOALS AND OBJECTIVES

The original goal of the National Family Planning Program was to decrease the birth rate from 30.2 per thousand in 1961 to 19 per thousand in 1977 the end of the tenth year of its operation. Its acceptor target was to recruit 20,000 new acceptors annually reaching a total of 100,000 after five years.

The program, however, is not only concerned with a decrease in birth rate, but more so with improving the quality of life of its people. Thus, its aims emphasizes the health, economic and social benefits of family planning to the individual, the family, the community and the nation.
The specific short-term objectives of the program have been described to include:

1. Establishment of an administrative organization at central and peripheral levels, for formulation and effective implementation of the program.

2. Establishment of family planning clinics through a phased program, making services easily available to all who wish to make use of them.

3. Recruitment and training of medical, paramedical and non-medical personnel for the total program.

4. Implementation of a program for community education and motivation.

5. Establishment of a system of research and evaluation for periodic assessment and adjustment of the program.

Services

Services available at the family planning clinic consist of a medical examination, advice, counseling and contraceptive supply. Service is available to all women within the reproductive age 15 to 45 years and to all men, free of charge.

At Family Planning Association clinics a nominal fee of $1.00 is charged as an annual subscription to clients who are regarded as members of the Association. The fee, however, is waived if an individual claims he/she cannot afford it.

Most government clinics are held in existing health offices or child-welfare centers. Some are held as separate family planning
clinics while others are integrated with other existing clinics. The integrated clinics are very convenient to clients because they afford them the opportunity to make use of two or more services at one visit, hence they are provided wherever clinic staff can give the necessary accommodation.

From 1971 services and education have been provided for men at Male Family Planning Centers. The number of clinic sessions held weekly at each clinic varies to suit the density of the population in that area and the needs of the people who are served.

A medical examination is given to all women on their first visit and they are advised to have this repeated annually. Pap smears are provided at some government and Family Planning Association clinics. The Family Planning Association also provide services for infertility and do pregnancy tests at their clinics.

There are four types of family planning clinics:

1. The mixed session where a medical officer is in attendance for examination of new cases and re-examination of other clients. At this session clients who do not require medical attention are also served.

2. The supply session at which acceptors are provided with their supply of contraceptives by the nurse.

3. Integrated sessions where family planning service is available in addition to antenatal and/or child welfare, venereal disease or health office services. A doctor is in attendance at these sessions.
Self-Test

Check your progress on the ideas in this unit by answering the following questions:

1. Describe three alternative methods of scheduling planned activities.

2. Describe a basic program budget format. Include in your description a drawing of this format.

3. List four potential barriers to plan implementation.

(4) Male sessions which are really supply sessions available only to men.

Counseling on contraceptive techniques and practices are given individually and in groups to clients by the nurse and/or doctor at all clinic sessions.

Leaflets, pamphlets and handbills on family planning and methods of contraception are also distributed to clients at clinics.

Usually family planning clinics are staffed by a doctor, two nurses and a clerk.

Since family planning is considered an integral part of the maternal and child health services, at government clinics no extra allowances are paid to regular clinic staff for work performed during normal hours of duty. However, where there are staff shortages and clinics are overloaded, extra staff is recruited and payments are made on a sessional basis. A clinic session usually lasts for three hours e.g., 9:00 a.m. to 12:00 noon, 1:00 p.m. to 4:00 p.m. or 3:00 p.m. to 6:00 p.m.

The methods of contraception available at government clinics are the oral contraceptive (at least four types), the intrauterine device—Lippes loop, diaphragms, condoms and spermicidal creams and foams. Advice on the use of the rhythm method is given to clients on request. Tubal ligation and vasectomy are performed at the two regional general hospitals to individuals on request.

The Family Planning Association clinics provide a wider range of oral contraceptives and an injectable hormone preparation in addition to the methods mentioned above.
At the Catholic Marriage Advisory Council, clinics advice by specially trained staff is given on the use of the rhythm method only.

Training

Training programs have been and continue to be carried out for various categories of workers involved in family planning to prepare them for the performance of their duties adequately.

With the assistance of international agencies, fellowships have been provided for administrative and technical staff of the office of the population program to receive overseas training in special subjects.

The program conducts an on-going inservice training program for medical and nursing staff in the maternal and child health service on family planning techniques and clinic procedure. This takes the form of seminars, workshops, lectures and filmshow/discussions.

Nursing educators and instructors have been receiving inservice training to provide them with the basic knowledge necessary for integrating family planning into the curricula of student nurses at various levels.

Clinic clerks receive regular training since record keeping and the compilation of accurate statistical data are important to the Research and Evaluation component of the family planning program.
Community Education and Publicity

The Community Education and Publicity Committee meets monthly for the development or review of the Information, Education and Communication program which includes publicity campaigns, audiovisual materials and training programs for health and community educators.

Membership on this committee include the director, medical and nursing officers of the Population Program, representatives of the Ministry of Education, Community Development, Public Relations and Health Education Divisions, Family Planning Association, Catholic Marriage Advisory Council, National Youth Council and the Population Council. The Health Educator of the Population Program who is responsible for carrying out the activities of this component of the program serves as secretary of this committee.

In this program, emphasis is given to intensifying public awareness of the population problem and the need for family planning; giving specific information about contraceptive methods and services that are available; developing approaches to favorably influence acceptance ratio in family planning and to develop a program that would influence attitudes to marriage and the responsibilities of parenthood.

The target groups to be reached are post-partum and post-abortal women, mothers of young children, patients seeking medical attention for other health problems, agricultural and industrial
groups, the armed forces, newlyweds and couples preparing for marriage, teenagers, and youth groups.

Approaches used to reach audiences are:

(a) the mass media through the use of newspapers, radio and television;

(b) group sessions where filmshows/lectures/discussions are held for organized community groups, youth groups, religious groups, antenatal, child welfare and family planning clinics as well as primary and secondary schools;

(c) individual personal approach through the post-partum/post abortion education/referral program, home visits by field interviewers and field workers of the Family Planning Association and demonstrations held at various exhibition sites; and

(d) use of other media, e.g., leaflets, pamphlets, hand-bills, poster, bumper stickers, street banners and flags. The last three are used extensively during large campaigns, e.g., Family Planning Week.

The Information and Education activities of the Family Planning Association are organized under the supervision of a Director of I.E.C. of that association. She is the Family Planning Association representative on the Community Education and Publicity Committee and through this committee and other channels the I.E.C. activities of the Family Planning Association are coordinated with those of the
Population Program. Thus the Educator of the Population Program and the Director of I.E.C. of the Family Planning Association are expected to work closely to avoid overlapping or conflict in this aspect of the program.

THE DEVELOPMENT AND UTILIZATION OF FAMILY PLANNING THEMES, SLOGANS AND NON-VERBAL SYMBOLS AND DESIGNS OF THE PROGRAM

Symbols

Prior to 1970, the symbol used for family planning portrayed the map of Trinidad and Tobago on which four persons—representing two parents and two children, stood. A picture of the sun and coconut tree formed part of the emblem and this was encircled with the words—Family Planning Association Trinidad and Tobago.
Objectives for this Unit

When you have finished the readings and exercises in this unit you should be able to:

1. Describe the difference between management information and program evaluation;
2. Describe the main management activity on which management information systems are based (as given in the unit);
3. Describe four characteristics of information needs for management decisions;
4. List three kinds of management activities on which routine information may be needed for management decisions;
5. List three kinds of information which should flow from central management to lower levels in an organization. At present it is still used by this body but for internal purposes only.

The National Symbol

Since the Family Planning Association symbol specifically bore the stamp Family Planning Association, when the National program came into operation in 1968 it felt that this symbol was unsuitable, and the need for a symbol for use in the national program was identified.

In 1969 the Education and Publicity Committee recommended to Population Council that an open competition be held in order to select the design for a symbol to be used by the national family planning program. It was felt that this method of selection would involve active participation in the program by the masses in addition to giving publicity to the new program. Approval was given and the competition was held.

The competition was open to all citizens of Trinidad and Tobago. Competitors were asked to submit an original design suitable for use as a symbol in the National Family Planning Program. Rules governing the competition were drawn up and a
INTRODUCTION
The responsibility for evaluating communication programs usually, although not always, rests with a separate unit within the family planning organization. The planner will therefore have to work out plans for evaluation with others. This joint activity requires contributions both from the planner and from the evaluator. In general, the planner contributes specific goals, strategies, and management objectives to this process; the evaluator contributes expertise in research and evaluation methods.

In this unit we are going to concentrate on the planner's contribution. We will discuss the two basic kinds of evaluation shown in our model of the planning process. These two kinds of evaluation are, briefly: Management Information, which is focused on the achievement of management objectives; and Program Evaluation, which is concerned primarily with the achievement of communication goals. In discussing these two forms of evaluation, we will concentrate on the kinds of decisions and decision-makers who use each type of evaluation information, the form that the information takes, and some general techniques for designing evaluation of each type. In discussing program evaluation, we will give special attention to the utility of Pilot Projects.

Our ideas about evaluation are based on a general view of the function of evaluation. To us, the function of evaluation is to maximize the effect of the rte.*

This may seem obvious. Of course planners want programs to be as successful as possible. What is new about this idea? Well, not much. But notice that we did not say "maximizin 1 the understanding of family planning communication. " Maximizing program effect and maximizing understanding are not completely different things. Yet there are important differences of emphasis.

Maximizing understanding requires a commitment to the procedures of social science research—procedures which can be relatively costly, time-consuming and difficult to apply in the field. These procedures, however, have the benefit of increasing the certainty with which we can offer explanations of how programs change people— their knowledge, their attitudes, or their behavior.

*By "maximize," we mean "to increase as much as possible."
Maximizing program effects, on the other hand, does not always require the same level of certainty. We are more willing to use information which is not derived from research as a basis for changing our programs. We try to combine information from a number of sources to arrive at decisions which we hope will improve our program. We are willing to proceed on somewhat more of a trial and error basis than we would if we were concerned with arriving at a completely correct understanding of how some program works.

We are not discounting the importance of scientific evaluative research, particularly evaluation which compares programs or program elements in experimental ways. We do feel, however, that this sort of evaluation should be carried out only when evaluation to maximize program effects is already functioning well, when extra resources are available, or when a very specific problem requiring high level of certainty in designing solutions exists--as is the case when an administrator is considering a major and expensive program change. In this case the pilot project, often with experimental kinds of research designs, is worth the required investment. We shall talk a little more about pilot projects a bit later on in this unit.

MANAGEMENT INFORMATION

Most family planning programs have well developed systems for counting and reporting acceptors. These systems are often designed so that information is routinely collected and provided to program managers on a monthly basis. This kind of reporting is a good example of management information in action in family planning programs. The data on acceptors are used to spot problems in program implementation and to take effective action to keep the program on schedule. Combined with routine information on administrative action and problems, management information of this type is critical to the successful implementation of the family planning effort. It is also important to note that the information developed through this kind of management information system is also used, eventually, in program evaluation. (Most family planning program goals are stated in terms of types and numbers of acceptors).

The communication manager also needs management information to administer the communication component of the program. He needs to know whether activities are on schedule, whether materials are being distributed, whether training will be completed in time for the accelerated extension education program, whether the hiring of the new communication staff is proceeding as planned, whether the mobile vans have arrived, whether implementing units are exceeding their budgets ... in short, the communications manager needs to know if and how well the management objectives for the communication program are being achieved. And, as is the case with general family planning...
Themes and Slogans

From 1970 Family Planning Week has been an annual observance in Trinidad and Tobago. The objective of this observance is to intensify all approaches normally used in the program for community information, education and motivation so as to promote favorable attitudes to family planning and increase acceptance rates in the program. At this time, extensive use is made of the mass media, a comprehensive school program is carried out and a number of competitions are held. All members of the Community Education and Publicity Committee together with representatives of ministries, voluntary and religious organizations and various mass media form a Family Planning Week Committee which organizes and assists in the implementation of a program of activities for the Week.

Each year the committee selects a theme on which the Week's activities are centered. The theme has to be approved by the Population Council and the Ministry of Health.

Since the education and publicity program is continuous, the theme and messages projected during Family Planning Week continue to be used in the program throughout the year.

The theme and slogans selected for use are based on the recognition of a particular need in the country. Factors which have determined this specific need are:

(1) Feedback obtained from the experiences of nurses, other public health personnel, health educators and field workers.
(2) Results of the KAP study carried out in 1970.

(3) Results of several sample surveys or studies carried out by the program from time to time.

(4) Relevant data obtained from the Central Statistical Office.

In 1970 the theme used was "Responsible Parenthood." Selection of the 1970 theme was based on the following:

(1) Many parents were found to be shifting their responsibility of the nurturing of their offsprings to others, who were often not connected to the children.

(2) The Educator of the Population Program carried out a sample survey among pregnant women attending twenty-three antenatal clinics. Results of this revealed that 83% of the pregnant women in the sample conceived by chance while 17% conceived by choice.

Examples of (1) mentioned above were noted from various newspaper articles during this period:

(a) A mother went with her baby to one of the child welfare clinics in the city. She told another mother to look after her baby in order for her to go to the toilet. She left and never returned for the baby.

(b) In south Trinidad a fetus was found in someone's backyard.

(c) A deserted baby was left on the veranda of a stranger's home one night.

(d) An increasing number of unwanted babies were admitted to the country's two orphanages. In the majority of
cases the infants had both parents alive but the mother expressed inability to cope with the responsibility of looking after the children.

Slogans devised for use in this program were:

(1) Have children by choice and not by chance.

(2) Family planning means planning to have only those children that are wanted and can be cared for by parents.

(3) Let every baby be a wanted baby.

(4) Get to know the five simple reasons to consider before having a baby.

(5) An irresponsible parent often contributes to juvenile delinquency.

(6) With free family planning service, you can avoid having the baby you do not want.

(7) Parenthood is a big responsibility—be prepared.

(8) Ideal parents are responsible parents.

The slogans were prepared by both the Educator of the population program and the I.E.C. director of Family Planning Association and they were approved by the Family Planning Week Committee.

Topics used for the various competitions held were:

(1) 'A Happy Home' for a poster competition for primary school pupils.

(2) 'Ideal Parents'—a poster competition for secondary school pupils.
(3) 'Planned Parenthood' an essay competition for student nurses.

(4) 'What Family Planning Means To Me?' a slogan competition for all women attending Family Planning clinics.

(5) 'Be it resolved that sex education be taught in schools in Trinidad and Tobago' a debate competition between secondary school students.

The poster prepared for this theme showed a father carrying his child on his shoulders with the caption—"Children are too important to be born by chance, plan your family."
A leaflet entitled "when a child should be born?" gave five reasons to consider before having a new baby.

The themes, slogans and topics selected for the various competitions were developed by members of the Family Planning Week Committee.

The poster was designed locally by an artist and submitted by the I.E.C. director of the Family Planning Association and approved by the committee.*

The idea for the leaflet was copied from a sample received from another country and redesigned to suit local needs.

Both the poster and the leaflets were printed locally.

In 1971 the theme selected for Family Planning Week was 'Family Planning--a service for men and women.'

The selection of this theme by the Education and Publicity Committee was based on numerous reports by clinic staff, health educators, field workers and interviewers that:

(1) Some women expressed willingness to attend family planning clinics but their husbands disapproved and prevented them.

(2) A few women secretly attended family planning clinics without their husband's knowledge and approval.

(3) Many men expressed the view that family planning was a woman's concern since she bore and often nurtured the children.

*No pretesting was conducted with members of the intended audience.
As a sequence to the previous year's theme, the program perceived the need to reach and educate men on the importance of male contribution towards greater responsibility in family life.

In conjunction to this drive, the first male Family Planning Center was opened in Port of Spain. The service available at this center consists of educational lectures, filmshows/discussions circulation of printed material specifically designed for men and distribution of condoms.

There were also publicity programs with the use of the newspapers and radio urging men to join any existing family planning clinic which was convenient to them.

During this year, 1,174 males had enrolled at family planning clinics throughout the country.

Messages used for this program were:

(1) Do you know that family planning makes your sex life more pleasant?
(2) Family planning can help solve many domestic problems.
(3) Men know that family planning is safe, easy and costs nothing.
(4) With family planning, a man can decide to have the number of children he wants.
(5) Men are always welcome at any family planning clinic.
(6) Family planning enables you to give each of your children a better education.
(7) With family planning you are able to provide enough nourishment for your family so each maintains good health.
Two leaflets and three handbills bearing these messages were designed and printed for circulation among men.

Attached is a sample of leaflet "For men only" and a handbill, "Family Planning--a service for men and women." The messages and slogans were also incorporated in spot announcements for use on the radio.

The design on the leaflet was done by Mrs. Dvozark, a foreigner who accompanied her husband on a short term contract in Trinidad. She is an artist and offered to give voluntary services to the program.

The messages were developed by members of the Community Education and Publicity Committee with the assistance of officers of the Health Education Division.

A poster depicting 'The Pregnant Man' hanging out clothes with the caption 'Would you be more careful if it could happen to you?' was designed by cartoonist Dunstan Williams. The idea of the pregnant man stemmed from the original published in London earlier. The caption was developed by the Medical Officer of the program in consultation with the Health Educator.
A booklet entitled "man is the only thinking animal" was prepared by the I.E.C. staff of the Family Planning Association. The figures in the booklet were drawn by cartoonist Dunstan Williams and the messages were also developed by the I.E.C. director of Family Planning Association. A sample of the booklet is attached.

Subjects for various competitions held during 1971 Family Planning Week were:

(1) 'What I would like to be when I grow up' for a poster competition among infant and primary school pupils.

(2) 'What I owe to my parents' used as an essay competition among post primary pupils.
(4) Do not have children like peas because they cannot grow into a pod.

(5) Family planning means sufficient food for all.

A poster on spacing was produced. It showed a field of pineapples—the plants well spaced and bore the caption, 'You space your crops, why not space your children?'

The messages, ideas and caption were those of the committee. The suggestions were mainly those of the medical officer of the Population Program, the Family Planning Association Director of I.E.C. and a health educator of the Health Education Division who was acting at the Population Program during the absence of the family planning educator. The poster on spacing was hand made by the officers of the Health Education Division.

The negative message on the poster was used in preference to a positive because members considered it more appealing.

Two leaflets designed from an ear of corn and a pod of peas were produced for distribution at the exhibition.

The slogan used in the pod of peas stems from a traditional saying 'Mrs. Jones has children like peas' meaning that she has a large number of children. The message reminds the reader that the children cannot grow in a pod (copies of these leaflets are attached).

**Publicity at Carnival 1971**

Statistical data have revealed that nine months after carnival there is a sudden rise in the number of babies born. This is
referred to as 'carnival babies.' Nurses at hospitals have also noted that about a month before carnival and two to three months after carnival there is a marked increase in admission to the post abortal wards of the general hospitals. Abortion practice is illegal in Trinidad and Tobago.

It is felt that the increase prior to carnival results from the desire of many women to get rid of unplanned or unwanted pregnancies in order to participate actively in the carnival celebrations. The post carnival increase reveals that many unplanned and unwanted pregnancies resulted from relationships during this gay and festive celebration.

The Community Education and Publicity Committee gave attention to this matter and suggested that a pre-carnival publicity family planning campaign be carried out. The slogan used was 'Do not spoil your celebration.' A poster depicting masquerades and bearing the caption of the words "Avoid unwanted carnival babies. A few days of gay abandon can mean a lifetime of regret" was designed by Dunstan Williams and printed by the printery of the Central Statistical Department. Copies of these were posted in various public places including calypso tents, dance halls, steel band yards and where people congregate for various pre-carnival celebrations.
The second type of program evaluation can be called impact evaluation. Impact evaluation is concerned with measuring (1) the extent to which communication goals are achieved and (2) the cause and effect relationship between communication program activities (the activities which make strategy come to life) and the achievement of communication goals.

These two different kinds of program evaluation are vitally important. Pretesting of materials is perhaps the easiest and least costly to carry out. Pilot testing requires all of the techniques of full impact evaluation, and is concerned both with goal achievement and the relationship between goal achievement and communication program activities. It is sometimes easier to carry out than full impact evaluation in that the conditions under which a pilot test is carried out are often better controlled than is the case during full program implementation. At the same time, the fact that conditions are better controlled makes the evaluator more careful in applying pilot test results to full program implementation: what is true under carefully controlled conditions may not be true under the conditions surrounding full implementation.

Impact evaluation which seeks to determine the cause and effect relationship between communication activities and communication goals is the most difficult form of evaluation. In seeking to carry out this kind of evaluation, the evaluator has as a goal being able to say something like this: We are quite certain that the radio campaign resulted in an increase of 459 in knowledge of family planning methods among married couples age 20-29 in province A; the probability of error in our conclusion is less than 5%.

This is a strong statement to make. And to make it, the evaluator will have to use experimental designs, carefully controlled sampling plans and procedures, and relatively sophisticated statistical techniques. All of this is costly, if not in actual dollar terms, then in terms of the expertise required to design and carry out field experimental research. It can be done, and it has been done. And we think it should be done.

The Planner's Contribution

But back to the communication planner. If the planner is not an expert in evaluation research, how does his work fit into the development of program evaluation?

The planner contributes the following things:

1. From Communication Goals:
   a. the specific audience of the communication
   b. the type and amount of change expected in the audience
   c. the type of measurement to be used
   d. the time frame for the accomplishment of the goal

Similar messages reminding the public of the free services available at all family planning clinics were prepared for use as spot announcements on radio and TV during the carnival season.

The 1972 slogan for Family Planning Week was "Be a man--plan." This slogan was selected by the committee members because there was a strong feeling for the need to continue the previous year's program geared towards the education of men for the development of positive attitudes towards male responsibility in family life. Public health personnel and field workers who were in contact with the population at large were aware that the 1971 program did make an impact on men so the committee decided that this year's
slogan should serve to reinforce the educational drive of the previous year.

Among men of the lower socio-economic group there exists a feeling that children are a poor man's wealth. Here while to some extent the child is looked upon as a source of investment and security for old age, the stronger feeling is that the poor man has been deprived of wealth and the things one achieves as a result of wealth, but he has not been deprived of the gift of procreation. Thus he should make maximum use of this gift and have as many children as he can. In addition he who has not been a father is not truly a man because offsprings prove the man's virility. The choice of the slogan 'Be a man' plan is geared to contradict this and point out that he who plans carefully to ensure a more secure future for the family, is a man.

Another factor which led to the continuation of the emphasis on education of the male is the fact that many of our Caribbean sociologists have perceived from their personal experiences as well as field studies that the Caribbean male is somewhat irresponsible in his duties towards his family.

Merle Hodge, a secondary school teacher, sociologist and author, in her paper "Male Attitudes in Caribbean Family Life" presented to the third annual conference on Family Life Education held in Port of Spain, Trinidad on 9th October, 1971 stated "Up and down the society, male over-fertility, especially when it is attended by a hint of maliciousness or illicit behavior, is a criterion of
male worthiness, beginning with the fact that precocious sexuality in little boys is regarded by the amused admiration of their elders."

"The behavior of the Afro-Caribbean man is subject to a few restraints and prohibitions. As a father he has a choice of roles, if he is present at all, for the absentee father is a phenomenon we now take for granted."

"Now since Family Planning Week, I take it, is devoted to improving the quality of our family life, one is naturally tempted to give emphasis to those aspects of our family life which are in need of correction."

At that same seminar Reverend Father Kelvin Felix, Roman Catholic priest and sociologist in his presentation on "Religious Influences on Male Attitudes and Responsibilities in the Caribbean Family Life" also stated "The influence of religion on male attitudes and responsibilities within the Caribbean family must be seen in the background of our history, our culture, our Christian tradition. In so doing, I would like to make three statements:

(1) That the type of influence, religious influence on male attitudes within the Caribbean family system has been first of all positive, establishing definite beliefs, values and ideals for a family.

(2) It has been ambivalent in that it has created as you have heard, two standards.

(3) There has been a negative result, or influence, and this has, I would like to say, been a latent dysfunction where the father's role in essence, has been institutionally obliterated."
Thus the factors which influences the committee's decision in selecting the slogan 'Be a man-plan' were:

(a) The report of the conference on Family Life Education held in October, 1971.
(b) Recognition of the need to further extend the previous year's program designed to reach the male.

The Family Planning Program has been holding an annual conference on Family Life Education since 1969. From 1970 onwards, this conference has closed the activities of Family Planning Week. The conference is national and participants are drawn for voluntary organizations throughout the country, religious groups, ministries and schools. Approximately eighty persons attend these conferences.

The third annual conference held in 1971 was based on the theme 'Male Attitudes in the Caribbean.' Papers on three topics were presented at this conference, namely:

(a) Male Attitudes in Caribbean Family Life, by Merle Hodge
(b) Religious Influences on Male Attitudes and Responsibilities in Caribbean Family Life, by Reverend Kelvin Felix.
(c) Legal Influences on Male Attitudes and Responsibilities in Caribbean Family Life, by Justice Aubrey H. Fraser.

(A copy of the report of the 1971 conference is attached)

Messages prepared for use during this campaign were:

(1) "Responsibility is a big word, a man's word. A real man wants to know and care for the new life he starts. A man who isn't ready for family responsibility must know about family planning. Otherwise can he call himself a man?"
Assuming that there is a relationship between program activities and number of new acceptors and that the proper time relationship exists, it may still be difficult to assess the relative effects of each program component and other influences. As Figure 2 shows, there has been a steady rise in new acceptors since 1949, especially since the government's decision to control in 1965.

**FIGURE 2**
New Family Planning Acceptors, 1949-1968

<table>
<thead>
<tr>
<th>Year</th>
<th>Acceptors</th>
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<tbody>
<tr>
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<tr>
<td>1950</td>
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<td>1967</td>
<td>511</td>
</tr>
<tr>
<td>1968</td>
<td>541</td>
</tr>
</tbody>
</table>

Is the rise during 1966-67 due to:
(a) active government sponsorship?
(b) more efficiently run clinics?
(c) greater access to contraceptive services?
(d) the expanded public education program?
(e) increased personal discussion of family planning?
(f) or lower prices for contraceptives (3-4 times cheaper after January 1966).
There is, of course, not enough information to establish the relative effects of these influences. This evaluation was done after the fact, apparently with little systematic planning prior to the program in order to answer this type of question. This report does show the value of keeping accurate records of program activities and desired changes in the target population.

There is also very little evidence to support the conclusion that the education campaign has made family planning an "open" and "much discussed" subject, except perhaps among program personnel. A small, relatively inexpensive follow-up survey after the national exhibition or community program would have provided some useful evidence upon which to base such an inference.

This example illustrates some of the strengths and weaknesses of this strategy for collecting evaluation information. Significantly, the example suggests that the report could be strengthened by a small, relatively inexpensive survey. Very often surveys, especially surveys based on a sample of the intended target audience, can provide this added dimension to evaluation strategy.

The role of the planner, then, is to work closely with evaluation experts either in his organization, or in cooperating institutions, to think through the kinds of information needed by the administrator and to plan these evaluation strategies as part of the overall IEC plan. This kind of planning, for example, would have strengthened the report discussed above. Critical to the process of developing these strategies is the involvement of the administrator who must, in the end, make the decisions regarding program change and improvement.

A Pilot Project

Pilot testing involves the implementation, on a small scale, of all of the elements of a new program strategy. When we plan a new strategy, particularly one which will require a large amount of our resources, we want to test the effectiveness of the strategy in achieving communication goals, as well as study the implementation, on a small scale, of program activities.

These messages were prepared for the staff of the population program with the assistance of an advertising agency. They were recorded for use as radio and television spots. They came over the air alternately approximately eight times during each day. They were also printed in the two daily newspapers.
The poster depicted a man building his house, the printed blocks which he used showed the importance of a proper foundation.

BE A MAN

BUILD WITH A SOUND PLAN

JOIN THE NATIONAL FAMILY PLANNING PROGRAMME

MINISTRY OF HEALTH, TRINIDAD & TOBAGO.

The poster bore the caption "Be a man, Build with a sound plan."
The design was done by an advertising agency and the printing was done by the government printery.

A handbill entitled "Be a Man--Plan" was also produced. This gave six ideas which a man should consider while he plans. Love and affection, adequate housing, good nutrition, good education, adequate recreation and moral and psychological stability.
A pilot test was conducted in Colombia to analyze the influence of radio programming on clinic attendance. It was decided to use older established clinics where records of clinic acceptors made it possible to draw a "trend line." This line predicted the number of acceptors which, based on past experience, could be expected in each clinic without the radio campaign. Centro Piloto and Hospital San Jose, two of the longest established clinics in the city of Bogota, were used. Both clinics had reached their peak attendance several years previously and had had declining attendance since. The trends in attendance of these two clinics are shown in Figure 1.

A calypso jingle entitled 'Be a man--plan' was composed and sung by a local calypsonian--the mighty Chaukdust. Chaukdust who sings calypso as a sideline is employed with the government as a school teacher. He has been singing calypso for about eight years and is one of the leading calypsonians.

The following are the words of the calypso:

My friend no more after fete or dance
Must you make children by chance.
Your financial resources demand
Control of population.
You've got to plan effectively,
To raise up your family.
Each in his own way now must use
Methods his conscience approves.

Chorus
You got to plan, as a good husband,
You got to plan, raise your children as best you can,
You got to plan, or you may be heading for starvation.
Is every child wanted that you make?
And are you willing to fill his plate?
So for the welfare of your own state
Be a man-----plan---plan
Be a man-----plan.
The Education and Publicity committee suggested that a campaign, similar to that held for carnival 1971 be held during the pre-
carnival season of 1972.

A poster bearing the caption "Yuh tink it easy?" portrayed a couple masqueraders. As the man holds the woman's arm to lead her off, she foresees the consequences and pictures herself in a cloud--at a later stage pregnant and asks herself--"Yuh tink it easy." This slang--you think it's easy--has been within recent times popularly used by all and sundry in the country. It means, things are not as easy or simple as another tends to make you believe.

The design was done by cartoonist Dunstan Williams and the printing by the printing unit of the Central Statistical Office. These were posted on public buildings, at calypso tents, mass camps, steelband yards and places where crowds gather at carnival time.
During this season the Family Planning Association planned to contribute to the national campaign by bringing out a band on family planning for carnival. Thousands of jerseys with catchy family planning slogans were offered for sale. The four slogans used were: make love, NOT babies, Rubbers erase worries, yes I will, I'm on the pill, and Loop before you leap. A picture with nine youths demonstrating these jerseys appeared in the newspaper about two weeks preceding carnival.

The Inter-Religious Organization of Trinidad and Tobago objected strongly to having the young people of the country wear these jerseys. A letter to this effect was sent to government. The Minister of Health on the advice of his technical officers requested that Family Planning Association ceases the sale of these jerseys. As a result, there was no Family Planning carnival band as planned.
At its first meeting in January 1973, the Community Education and Publicity Committee recommended that while educational efforts should continue to reach men of the country, the target group for 1973 should be the young adults.

This recommendation resulted from statistical data which showed (a) that approximately 60% of the illegitimate babies born during 1971 were to young mothers under the age of twenty; (b) that a comparatively large number of teenaged girls were admitted to the post abortal wards of our regional hospitals for treatment (abortion practice is illegal in Trinidad and Tobago except for medical reasons); and (c) that the 1971 figures on the incidence of venereal disease in the country showed that 50.5% of the 8,456 persons treated for gonorrhea at government clinics during 1971 were under age 25, and 38.3% of the 660 persons treated for syphilis during the same period were also of that age group. These indicated that a significant number of our young people are sexually active.

The figures of the 1970 population census of the Census Research Program of the University of the West Indies (by Professor G.W. Roberts) indicate that 61.5% of the women in Trinidad and Tobago are 24 years and under, and that 20.1% of the female population are in the age group 15 to 24 years.

From these, one sees the basis for concern of the young adult among the committee members. It was felt that the program designed for these youths should embrace various aspects of family life education and not be limited to education on methods of contraception and the services available at family planning clinics.
A new feature introduced by the health educator of the program was the holding of 'rap sessions' for youths. Approximately eighty youth leaders throughout the country participated at two comprehensive weekend training seminars in Port of Spain and Tobago. The objective of these was to equip the leaders with the skill of communicating in family life education generally, and family planning specifically in preparation for conducting formal and informal rap-sessions with other young people within their own and in neighboring organizations.

The theme selected for the observance of Family Planning Week 1973 'Wait--plan for quality living.' The wait in this slogan was meant to have two interpretations—to the youth who is not sexually active it meant wait before starting on a sex life. To the sexually active it suggested wait, postpone the birth of the first baby by using contraception.

This message was carefully selected to ensure that the religious organizations did not accuse the family planning program of encouraging promiscuity among our youths.

Two sets of messages were designed—one to the teenager and the other to couples who were contemplating marriage or had recently married.

These messages were prepared for use as radio and TV spots by an advertising agency on the advice of the Population Program.

Those for teenager youths are:

(1) Are you a teenager? Then you should know that the number of illegitimate pregnancies among teens is growing all the time. Sadly, this decreases the potential of our
youth, decreases your potential. If you are fifteen years old this message is for you. Avoid getting pregnant when you are not prepared for it.

(2) It can happen to you. An unexpected pregnancy can ruin all your plans for the future. Often it's the most innocent who gets caught. Know about family planning. Get free advice from any health center or family planning clinic.

(3) It's what you don't know about family planning that can hurt you, and sadly it can hurt your unwanted children. Make sure your children are born when you want them, when you can afford them. That way you'll all have a happier future.

(4) It's great to be young, to be a carefree teen. It's no fun when family responsibility comes too soon. Responsibility and freedom go hand in hand. Know how to plan your children. Ask advice from any health center or family planning clinic.

(5) If you are in love now is the time to think of family planning. That way you'll be able to plan your children when you want them. It will give you, your loved one, and your children the best possible chance at health and happiness.

(6) Don't let the joy of your youth come to an abrupt end with an unplanned pregnancy. Responsible young people learn all they can about family planning. It will help you avoid pregnancy now and help you space your children for maximum health and happiness later.
Those for older couples:

(1) Are you recently married? Now is the time to start planning your family. Find out about a family planning method best suited to you. Visit any health center or family planning clinic for free and helpful advice and service. Parenthood is a responsible business.

(2) Being in your twenties is an exciting time. It should be the age of romance, marriage, and getting ahead. Unwanted pregnancies can ruin you. Get free valuable advice about family planning from any health center or family planning clinic.

(3) It's a great life when a man and a woman can love each other and plan together. Today's young couples expect a lot from life, so, family planning is more important than ever before. It means any young couple can have their children when it's most convenient and have only those they can care for and educate properly.

(4) Too many pregnancies can turn a young vital woman into a shapless tired complainer during what should be her happiest years. Don't allow it to happen to you, don't allow it to happen to your wife. Space your children and you'll all be healthier, happier.

(5) If you're in your twenties you should be enjoying life, but the twenties is also an uncertain period. Unplanned pregnancies can result. Learn all about family planning and make sure the years between twenty and thirty are everything you hoped they should be.
Two leaflets were used during this campaign:

(a) 'The teenager' prepared by the Population Program.

(b) 'Enjoy being a girl' prepared by the Family Planning Association.

'The teenager' was copied from a leaflet bearing the same name, sent to Trinidad as a sample. The cover was redesigned and suitable changes were made in the message which it contained. The design for cover was done since 1971 by Mrs. Dvozack an artist who assisted the program voluntarily. The message was an advice to young people to 'Put first things first.' The following order was suggested:

(a) Finish school

(b) Get the job you want

(c) Take time to know and understand your partner

(d) Marry

(e) Plan your family

This was printed at the government printery.

'Enjoy being a girl' was designed for the Family Planning Association by an advertising agency. It provides education on the menstrual period and invites the young girl to attend family planning clinics for further advice if this was needed. (A copy of each of these two leaflets is available.)

The poster prepared for this campaign represents a woman with a miniature man on her chest. It reads--'You can secure a better future if you are not burdened with the responsibilities of a family too early in life. Wait--plan for quality living.'
The poster was designed by Creative Advertising and printed by the government printers.

The idea behind the design was to keep the man in the heart and not let him get to the head. This is because there is an old saying that the pregnant unmarried girl has caused her head to replace her heart. Thus, this is a symbol of remaining steady and level headed.

As in previous years essay, poster and slogan competition were held for primary and secondary schools. A slogan competition was also held for clients at family planning clinics.

Secondary pupils wrote essays on various subjects and these were printed in both daily newspaper during family planning week. Topics of essays were—Responsible Parenthood, Food and the Family, The Generation Gap, The Dangers of Abortion Practice, Sex Education in Schools, Population Explosion and Family Planning.

The calypso jingle based on the theme 'Wait--plan for quality living' has been composed and sung by a top calypsonian called the 'Mighty Duke.' Duke is famed for having won the title of calypso king for four consecutive years. The calypso is short and has become very popular even among the school children who are heard singing it along the sidewalks on their way to school. The words are:

Ah tell you to
Wait--till you're over twenty-one
Wait--till you know what's going on
Too many unwanted babies are born.

Ah beg you to

Wait--plan your future properly.

Wait--avoid illegitimacy.

And don't spoil your chances for later on.

(A recording of the calypso is on tape at the EWC library.)

During 1973, from March to June, the national family planning program participated at seven agricultural exhibitions in various countries organized by the Ministry of Agriculture.

The theme on which the messages were prepared was "Why space your children?" Posters showing the benefits of spacing were prepared, e.g., (a) For better health of the mother, (b) For better health of the child, (c) To be able to give more food, (d) To ensure better savings, (e) To provide better education, (f) For the welfare of the entire family.

The Family Planning Association also prepared for mass distribution the message "who ever said" the more, the merrier?" This with the national logo was printed on a small piece of paper approximately 2" by 3" and were pinned on to people's outer garments as flags worn on significant days.

"The more, the merrier" is an old proverb commonly used by people of this country. The idea of posing the question is to stimulate thinking and the presence of the national logo with the two child family after the question is expected to convey the message that two is enough and to contradict the old adage.
Carnival 1974

The Family Planning Association carried out a carnival campaign for 1974 with the theme 'Wait Baby Wait.' This was one of the themes which was suggested to the Community Education and Publicity Committee for use during 1973. It was rejected because some members felt the word baby had demoralizing connotations and thus might not be acceptable by certain young people in the society.

Family Planning Association, however, decided to use this theme for its carnival campaign posters, handbills, bumper strips and street banners bearing the theme were used. The design was done with the assistance of creative advertising. The messages were:
(1) A baby born too soon can lead you three to ruin.

(2) There's nothing wrong with Peace and Love and all that. But, don't be pushed into a move you'll regret just because you think it's the thing to do. Making an unwanted baby isn't a joke.

(3) If you are having sexual relations, go to your Family Planning Center for free advice and service.

The picture which portrayed a couple sitting on a large closed fist was copied from the I.P.P.F. series.

The leaflet based on the same theme is very informative. It gives an idea of the population growth in the country.
and the serious consequences if the rate continues. It reminds one of the long winding road of life. Then advises' finish school 'get a good job' 'get married and fix up your home' and finally 'have your first baby.'

The design and layout were done by creative advertising.

(A copy is included.)

**CARNIVAL**

**watch it!**

**prevent V.D.**

(venereal diseases)

**avoid unwanted babies**

FREE ADVICE AND SERVICES AVAILABLE AT ALL V.D. AND FAMILY PLANNING CLINICS MINISTRY OF HEALTH

The population program combined its efforts with the venereal disease division in the production of a poster on both family planning and venereal disease education. The caption used was 'Watch It.' Here 'it' referred both to the unwanted baby and any of the two prevalent diseases—gonorrhea and syphilis. The
poster was also designed by creative advertising and was done through the health education division of the Ministry of Health.

The posters were placed on all public buildings and in areas where people gather in crowds during the carnival season.

Copies of an old leaflet used in the population program since 1970 entitled 'When a child should be born' were prepared for mass distribution during the season.

Conclusion

No pretesting of any of the materials used in the program has been carried out extensively. Usually the artist who designs the material brings in the sketch to us for approval before he completes the job. At this stage, it is shown around to about a dozen persons who are asked to give their interpretations. If the message is not clear, suitable alterations are made at this stage before the final product is prepared.

No evaluation of the materials in use have been carried out either.

Feedback is obtained from the messages on the radio and television since these two media carry out simple and regular checks with their audiences in order to evaluate the acceptability of their programs. This serves as a useful guide in planning and developing future messages.

The National Family Planning Program plans a comprehensive evaluation exercise for its education and publicity component.
20. Three alternative forms of scheduling are: (1) the monthly work plan; (2) the time and effort chart; and (3) network scheduling. In general, beginning with the monthly work plan, these techniques increase in difficulty and in usefulness. A fourth technique, Program Evaluation Review Technique (PERT) is the most difficult and is usually useful only for rather large and complex programs.

21. The usefulness of a budget as a planning and management tool is increased by framing the budget in program terms, identifying program components for which cost-comparisons are useful in planning, and allocating all budgeted costs to these components.

22. No plan is ever perfect. Planners might therefore take the time to anticipate problems that might be encountered in implementation. These problems, or "barriers," can be thought of in four categories: (1) the nature of the plan itself (complexity, amount of change required); (2) political support; (3) administrative capability in terms of people who will implement; and (4) administrative capability in terms of organizational structure.

Phase VI: Planning for Evaluation

23. The function of evaluation is to maximize the effect of the program, not to maximize understanding of how communication works.

24. Complete evaluation of a family planning communication program has two major components. The first is management information, which focuses on the achievement of management objectives, developing routine information on progress and problems of implementation. The second is program evaluation, which focuses on the achievement of communication goals.

25. Management information systems are based on specification of decisions and decision-makers; this specification leads to the identification of information needs.

26. Information needs can be described in terms of type of information, form of information, timing of information, and source of information.

27. Three broad categories for the development of management information are: (1) personnel; (2) finance; and (3) logistics.

28. Management information systems should encourage two-way flow of information within the organization. Information flowing downward should cover achievement of management objectives, problems and problem solutions, and technical information to help people do their jobs better.
29. There are two kinds of program evaluation: (1) program testing, which includes pretesting of communication products and materials and pilot testing of program components; and (2) impact evaluation, which measures achievement of communication goals and cause and effect relationships between strategies and achievement of communication goals.

30. The planner's contribution to evaluation planning includes specific communication goals and strategies.

Report of a study done to measure the overall effectiveness of an intensive publicity program carried out in the Hooghly District in West Bengal. The campaign used cinema slides, film projections, speeches, radio, exhibitions, posters, ads in newspapers and folders, and lasted 63 days.

Analysis was based on a baseline survey and a post survey. Three communities, Serampur, Chandornagger and Chinsurah were used and were treated as one for the study. Both husband and wife were interviewed separately by male and female interviewers with the husband interviewed 3-4 days after the wife. Two sets of 24 blocks were selected systematically with equal probability from the more than 400 blocks of 150 households each. The blocks were identified and all couples in the blocks were listed with ages and number of living children. Married couples where the wife was 15-44 years old were listed and stratified according to number of children. Every fourth couple in each strata was selected to be interviewed for the sample. 524 wives and 555 husbands completed the baseline survey with 538 women and 571 husbands completing the post survey.

Results showed that a well conceived mass media campaign can effectively increase family planning awareness in a limited time. People who were already practicing family planning were more apt to see or hear something of family planning campaign. The small family norm is accepted more widely than thought to be.

This project studied the value of providing incentives to family planning field workers in the Taiwan area. The experimental study of incentive versus non-incentive approach to field workers was Part Two of a larger "Maximum Acceptance Study." Part One, conducted in early 1971, consisted of mailing family planning information with a free offer of contraceptives to 1,549 wives, ages 23-43, who had participated in a 1970 island-wide KAP survey. The wives in the sample were not sterilized, not wearing an IUD and not taking the pill, but were currently using conventional methods of contraception. Only 13 cases, or less than 1% (6 for loop, 7 for pill or condom), responded to the free offer for contraceptives.

Part Two of the study was held during the summer of 1971. 1,340 of the original participants were given home follow-up visits by regular, full-time, family planning field workers, except Taipei city which had 8 part-time workers. One half of a random sample of counties had field workers who were paid an incentive for every acceptor plus their salaries. Workers in the other half of the counties received only their regular salaries.

Of the 1,340 wives interviewed, 457 wives were visited by 39 workers in the 10 townships were incentives were paid. 883 wives, visited by 52 workers, lived in 34 townships were incentives were not paid. In addition to recruiting acceptors, workers were asked to interview women in respect to the mailings sent to them originally, their fertility since the third KAP survey, their desire to have more children, their current contraceptive practices, and their willingness to accept contraceptive methods. Loop insertions, 3 cycles of pills, or a dozen condoms were offered free in all areas.

Results showed the combined total for loop, pill and condom acceptance in incentive areas was 14% while the total acceptance in non-incentive areas was 7%. The loop acceptance rate in incentive areas was twice that of non-incentive areas. If one eliminated from the target group those women already sterilized or using semi-permanent methods such as the pill or IUD, the target group is reduced to 890 and the more impressive figures of 20.7% acceptances in incentive areas versus 10.7% in non-incentive areas are shown. Of the 126 acceptors, 60 had never tried a method before, 38 had used a method previously but were not practicing when the field worker visited, and 28 were using a method but decided to change to another, usually a more effective one. In Taipei city the net result was no acceptors among the 133 home visits by the 8 part-time workers. To some extent this could be from lack of skill of the workers but also that cases were not
credited to the part-time workers due to an administrative mixup.

The study suggests that immediate monetary incentives to a full-time family planning field worker may produce better results in contraception acceptance in a short period. The incentive might accomplish similar results on a larger scale if applied in the national family planning program effort, since the sample used was selected from a random stratified sample used to represent the islandwide universe of wives, ages 22-42. No investigation of the quality of the effectiveness of the workers was made.

Study conducted in Taiwan to find out whether the recruitment of IUD cases depends on worker characteristics, i.e. age, education, marital status, etc.; or areal characteristics; or methods of field work, e.g., home visits vs group meetings; and to attempt to introduce a combined analysis of the above factors.

Analysis is based on data obtained from the Pregnancy Health (PPH) workers' monthly report of activities, Demographic Reference volumes published by the Taiwan Population Studies Center and the Demographic Fact Book of the Civil Affairs Department of the Taiwan Provincial Government.

A cross-sectional multivariate technique was used to analyze the characteristics. The length of time that a worker has consecutively worked in a given township is called a worker segment. Since some workers had worked in more than one township during the year and characteristics may get counted twice, a dissimilarity index* between those characteristics of workers that were counted only once against all other segments was computed to check for distortion. After computation, the dissimilarity index for 3 major worker characteristics were all low, indicating distribution of these characteristics were almost the same. Therefore it was fair to use all PPH worker segments. 359 worker segments were used for analysis.

Analysis suggests that the longer a worker stays in an area, the better she will perform and that the married workers recruited more acceptors than unmarried workers. The number of cases increased as size of township increased. The most important determinant of cases recruited was number of coupons issued. However this finding may be indication that some workers may be more liberal than others in issuing coupons for IUD insertions.

* measures extent to which two distributions are different with respect to the same characteristic, this calculated from $\Delta = \frac{1}{2} \sum |X_i - Y_i|$ where $X_i$ is the percentage of single count workers in the $i^{th}$ category of a variable and $Y_i$ is the percentage of all segments in the same category. Value of $\Delta$ lies between 0 and 100 depending on whether the two distributions are completely alike or completely different.

Report of the results of a 5 year project (1965–1970) designed to measure the impact of motivational efforts of a family planning program in 3 villages in the Lahore neighborhood. The "action-cum-research" project was conducted in 3 phases: I) a KAP survey of 1546 fertile couples in 3 villages—Niaz Beg, Hanjarwal and Shadowal Rakkar— II) a motivational campaign, and III) measurement of the impact of a motivational campaign on a sample of fertile couples surveyed in phase I through a reinterview.

The 3 villages were selected on the basis that they were conveniently approachable from the Project Office and that the population was expected to be somewhat familiar with family planning activities through frequent visits to Lahore. A census of the total population of the villages identified 1546 fertile couples. Interviewing of both husband and wife started in February 1966 and ended in June 1966. The people were mostly cooperative because rapport had been established prior to interviewing when village council members were told that door-to-door medical services would be provided during the project period.

The KAP survey identified demographic characteristics, knowledge and perceptions of family planning, and degree of traditionalism.

After collecting the baseline data, the motivational campaign was started in April 1967 and lasted 2 months. 2 male and 2 female professional motivators, and 6 male and 6 female volunteer-motivators used individual contact, group meetings, movies, pamphlets, calendars, contraceptives and door-to-door family planning facilities. Motivators were given a 3 day training session at the Sociology Department of the Punjab University. This integrated and intensive family planning program reached a saturation point in 2 months. A plateau was reached where villagers approached motivators to ask what other new things there were to talk about and at this point the campaign was ended.

Six months after the last day of the motivational campaign, a random sample of 500 wives, who were interviewed in the first phase, was chosen and reinterviewed. A random sample of KAP questions was used.
The motivational campaign had a 37% increase in the number of wives who heard the name "family planning." 20% more wives could identify the family planning purpose than those in the baseline survey however, there was a 26% decrease in those who correctly knew the purpose in phase I but accepted the mistaken version of "stopping children" in phase II. There was a 48% increase in those who knew family planning techniques and 15% increase in those who accepted contraceptives.
Industry

There is a wide range of small industries. The most industrialized area is in and around the city of Port of Spain—the region which is most densely populated. Over a million tons of rum are produced annually from sugar cane. Angostura bitters (with a secret formula) originally used as a medicine, now used world-wide to flavor cocktails, is locally made from rum. Vodka and gin are also made from sugar. Other industries include manufacture of pharmaceuticals, bottles, clothes, shoes, furniture, artificial fertilizers, paints, cement products, metal containers, boxes, cartons, plastic goods and cigarettes. Numerous foods are processed and some makes of cars, trucks, buses and machines are locally assembled.

Economy

The economy of the country is dependent mainly on oil which is responsible for more than 80% of foreign revenue. Its per capita income is over $600 U.S. and (excluding the American islands) represents the second highest for the Caribbean and Latin American countries.

People and Population

The population of Trinidad is the most diversified in the West Indies. The two major ethnic groups are negroes and east Indians and each group comprises over 40% of the total population. The remainder consists of small proportions of Chinese, French, and other groups.

Report of family planning radio announcement study conducted by the National Research Institute of Family Planning of the listening habits of, and effects of spot announcements on the people of the Hyderabad District in the Sind Desert area of West Pakistan. Analysis of this 1967 study is based on random field interviews of 200 rural, 100 urban males and females; 941 interviews of women reporting to the family planning clinics for IUD insertions during November and December, and a random sampling of 138 women. 2 male and 2 female interviewers were trained to conduct the interviews in either Urdu or Sindhi 15 days after the radio broadcasting had begun and completing it within 10 days. The urban-rural sample was systematically drawn from a list of 880 villages, beginning with the 25th and taking every 50th village. The sample from Hyderabad city was drawn randomly from a uniform grid. The sample was not weighted by density or other characteristics.

5 Spot announcements were broadcast at least 5 times each day in November. Six different messages were recorded and aired in varying sequences. Announcements were 30 to 60 seconds long and in both Urdu and Sindhi. Each message had a musical introduction, dialogue between 2 adults, encouragement for people to ask workers about family planning and announcements about where family planning clinics would be held. Messages were designed to appeal to the health and welfare of the mother and child and to demonstrate that family planning was safe, inexpensive and a commonplace practice.

67% of all respondents interviewed in the urban and rural areas said they listened to the radio. Between 30-44% of all respondents reported hearing any family planning messages. 50-64% of the radio listeners reported hearing the family planning messages. Of the women going to clinics for IUD insertions, 86.2% reported they were radio listeners while 58.7% of a random sample of women reported they listened to the radio. 69.7% of the clinic group heard family planning messages as compared to 34.0% of the random group.
Syrians, Portuguese and Jews. As a result of inter marriages and relationships, many people are of mixed races. In Tobago, 907, of the people are of Negro decent and it is less cosmopolitan.

Religion

As a result of the "plural society" which stems from the cosmopolitan nature of the population there are numerous religions. In the four major religious groups out of an estimated population of one million, there are approximately 300,000 Roman Catholics, 175,000 Anglicans (Episcopal), 190,000 Hindus and 50,000 Muslems.

Culture

Developing from folk songs used in the earliest days of slavery are calypsos which now form an important aspect of the culture of the country.

Steelband music which also originated in Trinidad gradually has developed into an accepted form of music throughout many countries of the world. From the sale of records of calypso and steelband music and from tourism, millions of dollars are brought into the country annually.

Carnival is celebrated annually on the Monday and Tuesday preceding Ash Wednesday. This is a national festival at which thousands of disguised masqueraders dance and parade the streets to the strains of calypso music of steelbands and instrumental orchestras. Thousands of tourists visit Trinidad for this celebration.

Other celebrations include Christmas where there is great frolicking. Parang--the music sung at Christmas is a trace of the former Spanish and French customs.


The population education program in the junior and senior high schools of the Tjikini Foundation in Jakarta was implemented to create an understanding of the population problem and possible solutions for students, teachers, parents and alumni; and because of the desire for the school to be a demonstration laboratory for Indonesia in the development of a population education program. In January 1971, the population education program was incorporated into 5 different subjects in the school curricula. Teachers were trained in the use of materials and given an understanding of population problems and resource materials were developed for the courses. Analysis of the changes in students' knowledge and attitudes was based on pre- and post-tests.

Analysis of the pre- and post-surveys showed students definitely learned about population concepts. Evaluation of the first year program also revealed that incorporating population education into existing courses caused a negative reaction. The population education segment took up much longer subject time than was expected with the end result having the teacher feel that the regular school subjects were being neglected. Too much financial and teacher resources were diverted in order to train teachers and develop materials for the 5 different courses.

The second school year program implemented in February 1972 considered the negative results of the first year and developed a separate population education course as an elective. Now there is one course with materials and resources being developed for a more selective target. So far three books have been completed and a seminar for parents and alumni has been conducted.

This is a report on the study to measure the productiveness of small group meetings in motivating women to accept the IUD. The study also tried to measure the efficiency of holding meetings in every other neighborhood instead of every neighborhood, thus testing the effect of diffusion. Two townships in central Taiwan were chosen with a total population of 61,171 people. Of this total, there were 7,766 married women 20-44 years old at the end of 1963. In Taiwan, townships are divided into villages, and villages divided into neighborhoods with approximately 25 households each. Thirty-seven villages and 424 neighborhoods were included in this study.

Before the meetings were held, a random sample of 794 married women was interviewed by trained public health nurses in August 1964. To avoid bias, interviewers were instructed not to teach people anything about family planning and to invite all questioners to the small group meetings. Immediately after this survey, small group meetings were conducted by public health nurses in every neighborhood in one half of a random sample of the villages. In the other half of the villages meetings were held in every other neighborhood. Meetings emphasized three main points: general idea of family planning, specific contraceptive methods and reproductive physiology. Altogether there were 3,816 attendees at 320 meetings. About six months after the meetings, a post-meeting interview survey was conducted with the original sample.

Seven hundred and fifty-eight of the original 794 women were interviewed in the post-meeting survey. Analysis was based on the women who completed both interviews. Results showed that meetings were effective in changing attitudes. Attitudes of non-attendants of meetings also changed, indicating influence from attendants. Holding meetings in every neighborhood produced only 12% more acceptances than holding meetings in every other neighborhood increased costs by 70%. There is a significant acceptance rate even in the neighborhoods with no meetings at all, as long as they were surrounded by neighborhoods in which meetings were held. The acceptance rate in neighborhoods without meetings was 79% of the neighborhoods that had meetings. The authors concluded that diffusion would supplement holding meetings in every other neighborhood almost enough to equal the results when every neighborhood holds meetings, but at a much lower cost.

A study that used a new clinic opening to test the effectiveness of 2 field worker approaches and to outline the major processes in the decision making process women go through in deciding whether or not to visit a family planning clinic.

Five new workers each were used to test the traditional approach, with its brief home visit to provide family planning information and encourage clinic visit against the new comprehensive case worker approach with its longer home visit that discussed family planning in the larger context of family socio-economic situation. A target population of 1432 was located by a preliminary census that identified married women under 50 years old, living with husbands, not pregnant and not practicing family planning. This target was then divided into 3 groups, the first one to be visited by the traditional field worker, the second to be visited by the new comprehensive case worker and the third group to be a control. The first two groups were visited over a period of 2 months. In the third month, the control group was again divided into the 3 groups of traditional, comprehensive and control and visited.

To avoid potential biases in the setting, standard experimental procedures were used, assignments were randomized and field worker working days systematically varied.

8.5% of the women visiting the clinics had been visited by the comprehensive case worker as compared to the 3.8% by the traditional worker and the 1% of the control. However, the comprehensive case worker approach required 6 hours and 5 minutes of work to recruit a woman while the traditional worker took 3 hours and 46 minutes.

After the home visits, both types of field workers filled in a short pre-coded questionnaire on what was discussed and who were present during the visit, and how likely the workers thought the woman would visit the family planning clinic. The 88 women who did visit the clinic were interviewed about their decisions to come to the clinic. A small sample of those not visiting the clinics were interviewed after the program.
From the interviews of the women visiting the clinic, about half of them indicated that the field worker caused them to decide to attend the clinic. 11% of the women who visited the clinic said their husbands had the greatest influence on their decision to come. 40% of those women rated most likely to come to the clinic by the field workers but who did not, said they expected the field workers to come for a second visit.
In 1968, in an effort to provide general advisory services on family planning for its people, the Catholic Marriage Advisory Council (C.M.A.C.) established its first family planning clinic in Port of Spain.

During 1968 the National Family Planning Program got well on the way and by the end of that year there were 17 clinics—8 operated by F.P.A., 8 by government and 1 by the C.M.A.C. Structure and Organization of the N.F.P.P.

The Population Council is appointed by cabinet to serve for a two year period and functions as an advisory body to the Ministry of Health. It has a membership of about fifteen and consists of representatives of the Ministry of Health (including the Population Program), the Ministry of Planning and Development, Public Relations Division of the Prime Minister, Statistical Department, Family Planning Association, Catholic Marriage Advisory Council, Community and Religious leaders. The chairman of the Council is named by cabinet and the Director of the Population Program serves as secretary.

The Population Council has been entrusted with the coordination of the overall development, implementation, evaluation and readjustment of the National Family Planning Program. There are five committees of the Council, namely,

(a) The Community Education and Publicity Committee
(b) The Maternal and Child Health Committee
(c) The Evaluation and Research Committee

Visitors at other exhibitions of the Fair were interviewed by 2 trained interviewers during approximately 2 hours every evening during July 29 to August 5. Visitors to the Family Planning Exhibition were observed for 15 minutes every hour for the full 14 days by a trained person using a counter and stop watch. 3 trained observers interviewed visitors to the Family Planning Exhibition between 5 p.m. and 11 p.m. for 30 minutes every hour.

23 - 31% of the people attending the Fair disagreed with family planning, with 4-8 times more people not willing to see the family planning exhibition than were willing. The Exhibition was visited by a daily average of 788 persons, with 1-1/2 times more males than females visiting for an average length of 5 minutes. Contraceptives, photos and pictures were more easily remembered than were graphs, charts or diagrams. It was recommended that future exhibits have one certain target group in mind in its design.
The several failures of literacy efforts in Thailand led to a revision of the entire ongoing functional literacy program as well as the philosophy on which it was based. The main components of the Thai model of functional literacy are now geared to identify and then eliminate obstacles to social and economic development in the learners' environment. Emphasis is placed on teaching conceptual material that the student will find relevant from the very beginning of the program. It is believed that this approach will significantly reduce the high dropout rate of previous adult education programs.

The process of functional literacy must consist of three steps: providing information, changing attitudes, and applying the acquired knowledge. Functionally valuable materials are introduced from the beginning of instruction on the assumption that immediately useful information increases motivation to learn and that application of this new knowledge to daily living eventually follows.

The curriculum is based on motivation, memorization and translation of visual symbols (photographs) into words. Each lesson (photo and text) is presented on a card and as each lesson is learned, the card is placed into students' binders. Literacy instruction is introduced through key words in the text so that over a period of time, the full alphabet and all possible sounds and combinations are taught. Use of the students' sophisticated memorization ability enables difficult texts and materials to be presented from the beginning. Translating the photographs into words serves as preparation for recognizing and understanding written symbols. Cards allow maximum flexibility and minimal cost in developing lessons suited for each locality. Several lessons can be modified for different regions according to specific needs and easily inserted into binders without printing entire editions of a primer.

The project planners decided that the teachers were to become experts in methodology rather than in the specific content of the training materials, and that the teacher training for content would be done by the materials themselves.

To implement this new educational process, five villages where the pilot project was to take place were surveyed for existing knowledge, attitudes, practice levels, and regional and local language patterns. This baseline survey was used for determining curriculum content and for
The specific short-term objectives of the program have been described to include:

1. Establishment of an administrative organization at central and peripheral levels, for formulation and effective implementation of the program.
2. Establishment of family planning clinics through a phased program, making services easily available to all who wish to make use of them.
3. Recruitment and training of medical, paramedical and non-medical personnel for the total program.
4. Implementation of a program for community education and motivation.
5. Establishment of a system of research and evaluation for periodic assessment and adjustment of the program.

Services available at the family planning clinic consist of a medical examination, advice, counseling and contraceptive supply. Service is available to all women within the reproductive age 15 to 45 years and to all men, free of charge.

At Family Planning Association clinics a nominal fee of $1.00 is charged as an annual subscription to clients who are regarded as members of the Association. The fee, however, is waived if an individual claims he/she cannot afford it.

Most government clinics are held in existing health offices or child-welfare centers. Some are held as separate family planning clinics.

Special consideration was given to the survey findings in developing the curriculum and particular attention was paid to traditional beliefs and attitudes. A committee appointed from local education officers and representatives from various government agencies in rural development selected seventy-three concepts on which to base the curriculum: 18 on agriculture and earning a living; 30 on health and family planning; 11 on economics; and 14 on citizenship. A working group from the Division of Adult Education was formed to write the materials. The series of 212 cards were written, taking into consideration potential problems such as: lack of teacher preparation time, lack of teachers' knowledge and skills in teaching functional content, and students' different academic background and interest. Following the curriculum development and materials pretest, teachers were selected and trained in adult education methods and in the concepts used in the courses. The programmed teacher's manual was intended to explain the cards and their use, and the objectives of each lesson. The manual was scheduled for revision after the first phase of the program.

Instruction in the first phase began with twenty classes in May 1971 in the northern provinces of Lampang and Prae. Four additional control classes were also established. Evaluation of this phase was based on teachers' reports at monthly meetings and training seminars, on supervisors' reports and on questionnaire surveys of class participants. Evaluation of students in this first phase showed an increase in participation and learning compared to "regular" literacy classes. Dropout rates were reduced with interest intensifying participation. Recall of the written passages facilitated the learning and retention of materials.

The second phase was started in March 1972 with some curriculum changes based on the evaluations. These included changing difficult key words, substituting photographs and enlarging cards and lettering. Teacher training was also improved and extended. A 3-week workshop for teachers was implemented and emphasis was placed on discussion techniques. The teacher training manual was revised and improved and evaluation procedures and design were also improved and extended.

Plans for expansion include the testing of materials developed for the North on audiences with similar characteristics in the South and modification of the curriculum to suit the needs of the Muslims and Malay-
speaking people in the Southern areas. Teaching Thai as a second language will also be attempted in this area with the hope that none of the conceptual elements of the project will be sacrificed.

Long range follow-up takes into account the need to provide greater linkages with other development programs such as health and agriculture extension. The project is expected to expand to seven of Thailand's twelve educational regions by 1976.
Male sessions which are really supply sessions available only to men. Counseling on contraceptive techniques and practices are given individually and in groups to clients by the nurse and/or doctor at all clinic sessions. Leaflets, pamphlets and handbills on family planning and methods of contraception are also distributed to clients at clinics. Usually family planning clinics are staffed by a doctor, two nurses and a clerk. Since family planning is considered an integral part of the maternal and child health services, at government clinics no extra allowances are paid to regular clinic staff for work performed during normal hours of duty. However, where there are staff shortages and clinics are overloaded, extra staff is recruited and payments are made on a sessional basis. A clinic session usually lasts for three hours e.g., 9:00 a.m. to 12:00 noon, 1:00 p.m. to 4:00 p.m. or 3:00 p.m. to 6:00 p.m.

The methods of contraception available at government clinics are the oral contraceptive (at least four types), the intrauterine device--lippies loop, diaphragms, condoms and spermicidal creams and foams. Advice on the use of the rhythm method is given to clients on request. Tubal ligation and vasectomy are performed at the two regional general hospitals to individuals on request. The Family Planning Association clinics provide a wider range of oral contraceptives and an injectable hormone preparation in addition to the methods mentioned above.


In developing societies, historical background and tradition sustain the desire for a large family. The implementation of family planning programs is further aggravated by preference for a male heir, contraceptive failures, and fear of sterility.

With the urgency of Pakistan's population problems as a determinant, some forms of incentives may contribute toward contraceptive adoption. The purpose of an incentive system is to recruit family planning clients, to promote a certain method in preference to others, or to persuade prospective clients, health personnel and communicators to strive for efficient practice and service. Organization, development and distribution of materials and contraceptive supplies and services alone have been found to be insufficient to motivate the people.

Until 1960, the government of Pakistan assumed the population was motivated enough so that only minimal efforts to provide clinic-based supplies and services were needed. By the third Five Year Plan, however, it was decided that incentives were necessary to achieve a high rate of family planning acceptance. Incentive payments were made to medical and para-medical personnel, motivational functionaries, and some clients. The inspection reports during the formulation of the Fourth Five Year Plan indicated that the incentives led to indiscriminate recruitment of cases and poor service. The lack of follow-up affected the credibility of reports. Therefore, Pakistan has now implemented a system of incentives based on continued adoption and practice of contraceptives. To insure accurate reporting, regular follow-up is done.

Pakistan's incentive to clients is based on the assumption that the larger the amount of the incentive, the greater will be the readiness to adopt contraception. The larger incentives are given for those contraceptives which have long-range effects particularly those which do not require repeated use and are coitus-independent. This is especially applicable to sterilization. No payments are given to the clients for an insertion of an IUD, but free or subsidized service is provided. No cash payments are made to people who use a contraceptive needing repeated use but users are able to get them at a greatly reduced price. These contraceptives were once given free but in consideration of wastage or cultural resistances to accepting free (charity) goods, a nominal fee is
At the Catholic Marriage Advisory Council, clinics advice by specially trained staff is given on the use of the rhythm method only.

Training programs have been and continue to be carried out for various categories of workers involved in family planning to prepare them for the performance of their duties adequately. With the assistance of international agencies, fellowships have been provided for administrative and technical staff of the office of the population program to receive overseas training in special subjects. The program conducts an ongoing inservice training program for medical and nursing staff in the maternal and child health service on family planning techniques and clinic procedure. This takes the form of seminars, workshops, lectures and film shows/discussions.

Nursing educators and instructors have been receiving in-service training to provide them with the basic knowledge necessary for integrating family planning into the curricula of student nurses at various levels.

Clinic clerks receive regular training since record keeping and the compilation of accurate statistical data are important to the Research and Evaluation component of the family planning program.

Based on Pakistan's experience with incentives, the following suggestions are given:

1. Incentive systems should ensure cooperation rather than jealousy and resentment between and among workers.
2. Incentive payments should promote and not adversely affect quality of service, and should lead to continued practice.
3. Incentive systems should be backed by built-in record-keeping and evaluation to guard against false reporting.
4. Incentives should be paid promptly.
5. Incentive payments should promote idea of small family and not...
Community Education and Publicity

The Community Education and Publicity Committee meets monthly for the development or review of the Information, Education and Communication program which includes publicity campaigns, audio-visual materials and training programs for health and community educators.

Membership on this committee include the director, medical and nursing officers of the Population Program, representatives of the Ministry of Education, Community Development, Public Relations and Health Education Divisions, Family Planning Association, Catholic Marriage Advisory Council, National Youth Council and the Population Council. The Health Educator of the Population Program who is responsible for carrying out the activities of this component of the program serves as secretary of this committee.

In this program, emphasis is given to intensifying public awareness of the population problem and the need for family planning; giving specific information about contraceptive methods and services that are available; developing approaches to favorably influence acceptance ratio in family planning and to develop a program that would influence attitudes to marriage and the responsibilities of parenthood.

The target groups to be reached are post-partum and post-abortal women, mothers of young children, patients seeking medical attention for other health problems, agricultural and industrial

necessarily specific contraceptive methods

6. incentive system should encourage recruitment of higher fertility women between the ages of 20-30.
groups, the armed forces, newlyweds and couples preparing for marriage, teenagers, and youth groups.

Approaches used to reach audiences are:

(a) the mass media through the use of newspapers, radio and television;

(b) group sessions where film shows/lectures/discussions are held for organized community groups, youth groups, religious groups, antenatal, child welfare and family planning clinics as well as primary and secondary schools;

(c) individual personal approach through the post-partum/post abortal education/referral program, home visits by field interviewers and field workers of the Family Planning Association and demonstrations held at various exhibition sites; and

(d) use of other media, e.g., leaflets, pamphlets, handbills, posters, bumper stickers, street banners and flags. The last three are used extensively during large campaigns, e.g., Family Planning Week.

The Information and Education activities of the Family Planning Association are organized under the supervision of a Director of I.E.C. of that association. She is the Family Planning Association representative on the Community Education and Publicity Committee and through this committee and other channels the I.E.C. activities of the Family Planning Association are coordinated with those of the...
Population Program. Thus the Educator of the Population Program and the Director of T.E.C. of the Family Planning Association are expected to work closely to avoid overlapping or conflict in this aspect of the program.

THE DEVELOPMENT AND UTILIZATION OF FAMILY PLANNING THEMES, SLOGANS AND NON-VERBAL SYMBOLS AND DESIGNS OF THE PROGRAM

Symbols

Prior to 1970, the symbol used for family planning portrayed the map of Trinidad and Tobago on which four persons—representing two parents and two children, stood. A picture of the sun and coconut tree formed part of the emblem and this was encircled with the words—Family Planning Association Trinidad and Tobago.

SOME PRINCIPLES FOR EVALUATIVE FAMILY PLANNING RESEARCH

A Research - administrator's observations

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SOME PRINCIPLES FOR EVALUATIVE FAMILY PLANNING RESEARCH

Evaluative family planning research is usually carried out by scholars who have been trained to conduct "basic" research for the purpose of contributing to the understanding of concepts and processes that constitute the subject matter of their respective disciplines. However, the requirements of evaluative research differ in a number of ways from those of scholarly research. Most of these differences stem from the fact that evaluative research is supposed to be conducted for the benefit of program administrators, whereas scholarly research is conducted for the benefit of the researcher's peers. Evaluators of family planning programs often seem to lose sight of this distinction, disregarding the needs of program administrators in their efforts to conform to the requirements of scholarly research. Consequently, efforts to evaluate family planning programs do not always contribute as greatly to the improvement of program performance as might be expected.

The present paper discusses some of the principles of evaluative research that are frequently disregarded by persons engaged in evaluative family planning research. These principles should be understood by both researchers and program administrators so that program performance can receive maximum benefit from research. The discussion is arranged in terms of the chronological sequence of research: planning, data collection and processing, interpretation, and presentation of the results.

1. PLANNING

1a. Priorities should be set on the basis of a comprehensive survey of the possibilities. Most family planning programs are highly complex, involving hundreds of measures that could justifiably be studied in the evaluation of program performance. The possibilities for generating research activities, therefore, are bound to exceed the capacity of available manpower or funds. The selection of research projects from all the possibilities is rarely carried out in a systematic fashion. Some proposals arise from the interests of the researchers or research institutions and may therefore contribute little to meeting the needs of administrators. Others are commissioned on the basis of needs felt by administrators (and might therefore be more useful), but even these are likely to be selected on an ad hoc basis. Seldom, if ever, is a concerted effort made to survey the most promising research possibilities and to set priorities among them before deciding how to allocate scarce resources.

1b. Administrators should be consulted at the planning stage. Priorities should be set primarily on the basis of two criteria: how useful the findings will be to the administrator and how feasible it is to carry out the research itself. For this reason, priorities should be set jointly by administrators and researchers. Since the needs of administrators and the capabilities of researchers frequently do not coincide, it is essential that representatives of the two groups carry on a face-to-face dialogue at
the planning stage in order to ensure that they understand each other.

1c. Individual research proposals should be kept as simple as possible. A common temptation in designing a research project is to take the opportunity to collect and analyze data which do beyond the questions that the project is ostensibly designed to answer. For instance, in designing a baseline KAP survey for an experimental study, researchers may attempt to elicit additional information on such diverse topics as political attitudes or food consumption, although they are at best of only marginal usefulness for the program. This type of occurrence is common in academic research, and it makes sense there, since many persons are usually available in the academic setting to work with the additional data, since one objective of academic research is to broaden the horizons of the discipline, and since time constraints usually do not present serious problems. However it is less justifiable in the context of an evaluative research program, where skilled personnel tend to be in short supply and need is of the essence. Moreover, as the volume of data to be collected increases, so also does the difficulty of ensuring that it will be of high quality. Evaluative research should be limited to activities that are likely to be useful for feedback to the program. The testing of theoretically based but programmatically irrelevant hypotheses and the development of new methodologies should be conducted outside the context of program evaluation.

2. DATA COLLECTION AND PROCESSING

2a. Evaluators should be prepared to work with crude data. Most of the data available to evaluators is of poor quality: program service statistics, incomplete vital statistics, mass surveys carried out under less-than-ideal conditions, etc. The inadequacies of the data should be clearly recognized by the evaluator and taken into account in his analysis and interpretation of the findings. The evaluator should not ignore the shortcomings of the data, as is often the case, but at the same time, he should not be so sensitive to these shortcomings that he is unable to use the data at all.

2b. In the absence of hard data, the application of even crude estimating techniques is usually better than no estimate at all. Family planning programs generally have as their chief goal the reduction of fertility, yet the effectiveness of many programs is measured in terms of the number of new acceptors or the caseload of family planning clinics. The reason for this, as any family planning evaluator knows, is that in most places it is relatively easy to count acceptors but virtually impossible to measure fertility effects over short intervals, given the small amount of change expected and the high degree of error in the data. Nevertheless, it is important to administrators to have some idea of the ultimate effects of the program. Evaluators should be willing to devise procedures for estimating such effects when they are absent. The same principle can be applied to a variety of other variables as well.

2c. Administrators should be consulted again during the stage of data
collection and processing. Continuing the dialogue with administrators into this stage serves at least two purposes: first, learning about significant developments during this stage may increase the administrator's interest in the outcome, make him more aware of the problems faced by the researcher, and prepare him for the worst in case unexpected problems should arise; second, if the data collection involves field activities, it may be important to get clearances from the administrators in order to avoid disrupting on-going activities or contaminating the data as a result of poor timing.

3. INTERPRETATION

3a. Evaluators should be prepared to make explicit recommendations for program administration. Many persons who engage in evaluative research apparently believe that they should remain non-partisan and avoid making recommendations on the basis of their findings. Perhaps it would be ideal if evaluators could simply present their findings to administrators and let them decide for themselves what course of action to take. The problem with this approach is that administrators often have some difficulty understanding research findings or seeing their relevance to program administration. It is the responsibility of the evaluator to make explicit the programmatic implications of his findings. The administrator need not comply with the recommendations if he feels that they are unrealistic, but even in this case the recommendations may be useful in focusing the administrator's attention on the ways in which the findings are related to the kinds of decisions he must make.

3b. At the same time, evaluators should remain "apolitical" in their interpretations and recommendations. Although the evaluator should be willing to make recommendations, he must be careful to ensure that his recommendations are based on a dispassionate assessment of the data. There is usually enough uncertainty and inconsistency in any large body of data that two persons with diametrically opposed views can each make a case for his own view by carefully selecting certain findings and suppressing others. The evaluator should make a concerted effort to reveal the extent to which the data support all points of view and present his conclusions and recommendations only after weighing all the evidence.

He should take special pains to avoid two sources of bias in particular: his own prejudices and his perception of the administrator's prejudices. The first is perhaps more insidious, because it is more likely to affect one's conclusions unconsciously. One way to lessen the likelihood of its occurrence is to solicit comments from others (especially others whose views are known to differ from one's own). The perceived views of the administrator would not be likely to have much unconscious influence except insofar as they tended to be consistent with one's own predisposition. However the evaluator might deliberately distort his findings and conclusions in order to "prove" a point or to please the administrator. The latter is especially likely if the administrator is so insecure that he rewards only the good news and disregards the bad.
Themes and Slogans

From 1970 Family Planning Week has been an annual observance in Trinidad and Tobago. The objective of this observance is to intensify all approaches normally used in the program for community information, education and motivation so as to promote favorable attitudes to family planning and increase acceptance rates in the program. At this time, extensive use is made of the mass media, a comprehensive school program is carried out and a number of competitions are held. All members of the Community Education and Publicity Committee together with representatives of ministries, voluntary and religious organizations and various mass media form a Family Planning Week Committee which organizes and assists in the implementation of a program of activities for the Week.

Each year the committee selects a theme on which the Week's activities are centered. The theme has to be approved by the Population Council and the Ministry of Health.

Since the education and publicity program is continuous, the theme and messages projected during Family Planning Week continue to be used in the program throughout the year.
The theme and slogans selected for use are based on the recognition of a particular need in the country. Factors which have determined this specific need are:

1. Feedback obtained from the experiences of nurses, other public health personnel, health educators and field workers.
2. The interpretation of data should be augmented by a continuation of the dialogue with administrators. Often neither the administrator nor the researcher is in a position to interpret research findings realistically without the help of the other. The administrator is likely to need help in understanding the technical terms and data limitations; the evaluator is likely to be unaware of the constraints under which the administrator has to work. Only by working together are they most likely to arrive at conclusions that are sound from both the administrative and research standpoints. Failure on the part of the evaluator to take account of situational and political realities can cause considerable dissatisfaction and mistrust on both sides: the administrator wonders why so much money is being spent on research when the recommendations that result are so unrealistic; the evaluator wonders why his recommendations are disregarded and comes to suspect that the administrator is unwilling to face facts.

4. PRESENTATION OF THE RESULTS

4a. Among potential reports and papers based on evaluative research, top priority should be given to those designed specifically for administrators. One of the worst failings of some evaluators is that they tend to regard publication as the most important end-product of their work. Such a view reflects the influence of their training in the academic setting, where publication (or at the very least, presentation of papers at conferences) is the most feasible way of reaching the intended audience (the researcher's professional peers). In evaluative research, on the other hand, the principal audience is supposed to consist of the program administrators. Nevertheless, it is common for researchers to undertake expensive research projects using money earmarked for evaluative research, analyze the data by means of esoteric techniques, and prepare a monograph, a paper, or a series of papers for publication in a professional journal or presentation at a conference. They may not even bother to send a courtesy copy to anyone in the program administration, but this is not usually of great consequence, since it cannot be understood anyway. Such reports do serve an important purpose, especially for revealing new methodologies and for shedding light on previously unexplored territory, but they should not occupy the prominent place that they tend to among the priorities of researchers. They should be written only after the data have been fully exploited for program implications.

4b. Reports prepared specifically for administrators should be as concise as possible. Even when they do prepare written reports specifically for administrators, evaluators are likely to be excessively long-winded. Some reports run to hundreds of pages, and still lack a concise summary of findings and recommendations. Tables tend to be large, and complex, which may be impressive and thorough but which also makes them difficult to read, even for professional social scientists. Often a great many statistics are reported which are of little or no use to the administrator but seem to be included only because they happen to be available. Reports are often filled with digressions about "interesting" findings, which may be of theoretical interest but are of little use to the administrator.
4c. Similarly, reports should be limited in scope. Almost invariably, the reports prepared for administrators are large "final" reports which attempt to encompass the entire output of the research project. There are two major problems with such a policy. First, in the case of large studies, the preparation of such a report may take years; by the time they are seen they may no longer be of much use to administrators. Second, such a long report, even in summary, may be too long or complex for the administrator to digest fully. Reports should be issued as soon as possible after the data become available. Since the data tend to become available gradually over time, reports should be issued similarly: as a series of short reports or even memoranda of limited scope. Each of these reports should be as concise as possible or at least include concise summaries.

Large, sweeping reports and monographs do have an important part to play in evaluative research. They tend to attract more attention than short administrative memoranda, and they provide an integrated summary for future reference by evaluators, scholars, and even administrators. However, this function is of only second priority. Top priority should be given to providing rapid and highly focused feedback to the administrators.

4d. The language of reports should be intelligible and unambiguous to administrators. Most persons engaged in evaluative family planning research are social scientists and, accordingly, are burdened with an affliction common to most social scientists: they don't write very clearly. Their reports are usually filled with sociological, psychological, economic, and anthropological jargon. Furthermore, they are so concerned about precision and data limitations that they qualify many of their findings with reservations about reliability or validity. In the absence of explicit recommendations for action, the administrator is often left wondering what he should make of such ambiguous findings.

4e. The evaluator should communicate findings and recommendations to administrator both in writing and orally. While written reports are useful as permanent records, they lack the immediacy of face-to-face communications. A dialogue between administrators and evaluators allows the former to respond to the recommendations of the latter. The ensuing discussion might clear up much misunderstanding that might otherwise have arisen.

4f. Reports should be distributed to administrators at all levels, not just those at the top. Often only a few copies of a report are prepared, and these few go to the top administrators but no further. Even when multiple copies are prepared, only high-level administrators usually receive any. The tendency to funnel all reports through only a few administrators is unfortunate since it limits the likelihood that the findings or recommendations will have any effect. Often it is precisely the lower-level administrative officials, who are closer to the day-to-day activities in the field who are best able to see the usefulness of a particular finding or the importance of a particular recommendation. Exposure to research findings at this level could generate pressure for improvement from within the program rather than the usual tendency of the program to respond only to directives from the top. As long as a few people at the top are expected to digest all the
research reports and take all the initiative alone, the capacity of evaluative research to contribute to program development is bound to suffer.

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The principles discussed here all refer to responsibilities of the persons engaged in evaluative research. However, it should be stressed that effective evaluation is not solely the responsibility of the evaluator. The finest job of evaluation will come to naught if the administrators simply ignore it. Evaluation must be a cooperative activity involving the active support of both evaluators and administrators. At every stage there is a need for serious discussion between evaluators and administrators, and this need is reflected in the principles set forth above (Nos. 1b, 2c, 3c, and 4e). This need can only be fulfilled, however, if administrators recognize it and provide the time for a continuing dialogue with evaluators. Moreover, administrators must be willing to accept unfavorable findings and consider recommendations for change with impartiality. If they decide not to follow a particular recommendation, they should communicate their reasons to the evaluators. Otherwise, the latter may become demoralized.

Probably the most important single step that can be taken to ensure that research projects will be relevant and their findings useful is to establish a regularly scheduled series of periodic meetings between administrators and evaluators. These meetings could provide a continuous forum for discussing research at all stages simultaneously. Any one meeting could discuss plans for future projects, progress with projects in the field, preliminary findings from newly processed data, and recommendations contained in completed reports. These meetings would provide the basis for increased mutual understanding on the part of both evaluators and administrators. It is only with such a foundation that evaluation can become truly responsive to the needs of administrators.
THE EAST-WEST CENTER is a national educational institution established in Hawaii by the U.S. Congress in 1960 to "promote better relations and understanding between the United States and the nations of Asia and the Pacific through cooperative study, training and research."

Each year the East-West Center brings together more than 1,500 men and women from the many nations and cultures of these regions. They work and study together while exchanging ideas and experiences in cooperative programs seeking solutions to important problems of mutual concern to East and West. For each participant from the United States in Center programs, two participants are sought from the more than 60 countries and territories in Asia and the Pacific area.

Five institutes with international, interdisciplinary academic and professional staffs conduct the East-West Center's problem-oriented programs. East-West problem-oriented institutes focus on communication across national barriers, culture and language learning, food systems, population dynamics, and technological adaptation in developmental processes aimed at improving the quality of life. Each year the Center awards a limited number of Open Grants for graduate degree education and innovative research by Senior Fellows in areas not encompassed by institute programs.

The Center is directed by the Board of Governors of a public, non-profit educational corporation--known as "The Center for Cultural and Technical Interchange Between East and West, Inc."--created by the Hawaii State Legislature in 1975. The U.S. Congress provides basic funding for Center programs and a variety of scholarships, fellowships, internships and other awards. In addition cost-sharing is worked out with Asian/Pacific governments, regional agencies, private enterprise and foundations. The Center is situated on land adjacent to and provided by the University of Hawaii, which conducts classes and grants degrees for degree-seeking East-West Center students who also are involved in the Center's problem-oriented programs.

THE EAST-WEST COMMUNICATION INSTITUTE concentrates on the use of communication in economic and social development and in the sharing of knowledge across cultural barriers. The Institute awards scholarships for graduate study in communication and related disciplines, primarily at the University of Hawaii; conducts a variety of professional development projects for communication workers in specialized fields of economic and social development; invites Fellows and visiting scholars to the Center for study and research in communication and to help design projects; offers Jefferson Fellowships for Asian, Pacific, and U.S. journalists for a semester at the Center and the University of Hawaii; conducts and assists in designing and carrying out research; arranges conferences and seminars relating to significant topics in communication; conducts a world-wide Inventory Analysis of support, services and country program needs in communication programs; assembles relevant communication materials with emphasis on Asian and Pacific material and makes these available for students, scholars, and practitioners at the Center and elsewhere; and publishes papers, reports, newsletters, and other materials emanating from the above activities.

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