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COMMUNICATION IN SUPPORT OF POPULATION/FAMILY PLANNING AND DEVELOPMENT

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COMMUNICATION IN SUPPORT OF POPULATION/FAMILY PLANNING AND DEVELOPMENT

I. INTRODUCTION

1. Communication is an expression of human society; it is a fundamental characteristic of human beings to communicate. Communication is indeed necessary for learning, for transfer of experience, for inquiry, for dialogue and debate and for bringing about change. The role of communication is vital particularly in the context of bringing about change of attitudes and behaviour. In this task of helping attitudinal and behavioural change, communication efforts are based upon the existing values and norms of the people while at the same time purporting to change them through the voluntary efforts of the people themselves.
2. Communication has a number of implications for development and communication strategies have to be included in any development-oriented activity - which seeks to change human or social behaviour for a better quality of life in a given period of time.
3. The application of communication techniques for the solution of diverse problems shows many correspondences of theme and approach. It is likely that, if methodologies are developed for the educational applications of media, the reinforcement of literacy programmes, the promotion of family planning, health and welfare campaigns, the prevention of drug abuse, the broad outlines of these methodologies will be similar and mutually supportive and use the same tools, often in the same environment and with the same audiences.
4. Consequently, a number of general principles have emerged. Among positions which have now gained general credibility are the interdependence of media, the necessary linkages between mass and interpersonal communication, the need for integrated planning at the levels both of production and utilization, the reconciliation of media strategies with country capabilities, traditions and practices.
5. Perhaps most important of all is an accord that the evolution of communication strategies requires a degree of co-ordinated planning and phasing which is equal to, and runs parallel with, the planning of development in general - in a sequence which begins with the identification of needs, the pinpointing of resources and the study of audiences, and proceeds from the results of this analysis to a detailed plan of operations which is capable of modification after systematic evaluation and feedback.
6. Experience has moreover shown that the same elements are involved in all applied communication fields - the need to devise programmes which are equally relevant at national, sub-national and local community levels, the importance of treating sub-groups within communities as distinct entities with distinctive problems, the need to orient media practitioners towards development objectives and vice versa, and an overriding need to integrate various development endeavours.

7. Moreover experience gained in numerous family planning programmes has clearly demonstrated the need for integration of family planning communication with other aspects of development communication and for the maximisation and optimum use of resources including expertise, institutions, agencies, projects and programmes in all communication sectors. It has also become abundantly clear that communication has to be treated as a continuum and not in isolated project terms.

8. The emphasis upon integration is by no means confined to the communication sphere; it is increasingly stressed in all development programmes in which the interests and disciplines of separate Ministries, separate agencies are involved. There is therefore a great need to link population control to agricultural improvement, economic development, health and social welfare.

9. Integration is particularly essential in view of the limitations of the mass media. In most countries of the world outside of Western Europe and North America radio and television are directly controlled and state operated and the Governments have the power to use or not to use them for family planning purposes. The press and the film though largely privately operated, reach very small parts of the public in developing countries because of illiteracy and small number of cinemas and cinema attendances. In developing countries even radio has limited reach. In Africa 40 countries and in Asia 20 have less than 10 radio receivers for every 100 people. As for television, in Latin America 2 countries have more than 10 receivers per 100 people and in Asia 20 have less than 10; although television now exists in 24 countries of Africa there are less than 3 receivers per 100 people in any of them.

II. INTEGRATION OF FAMILY PLANNING AND DEVELOPMENTAL MESSAGES

10. Although a considerable body of knowledge about social and economic development programmes existed at the time family planning programmes began to be designed, there were no models to be copied and indeed the applications of lessons learned in other programmes were often counter-productive. A case in point was the attempt to apply the model of diffusion of innovations from agricultural experience to family planning. It was ultimately discovered that the sensitive nature of practices to be communicated in family planning simply did not fit the same pattern as in agriculture where practices are an open subject of universal interest and new farming techniques could be spread relatively easily.

11. Family planning, sexual behavior, pregnancy and birth are not, in most societies, subjects of uninhibited public discussion. Never before had a development programme depended so heavily on communication to influence personal decision in matters so private and intimate. It is possible to demonstrate within weeks the personal benefits of improved seed, fertilizer and easy credit, yet even these need the help of massive public information programmes. The long range personal and economic benefits of relinquishing ingrained traditional reproductive behavior in order to control fertility present a far greater challenge to those who would use mass media and interpersonal communication to speed this change.

12. International assistance agencies were quick to offer their services to developing country planners and administrators seeking to design and implement family planning programmes. However, unlike the situation in agriculture, health, and other developmental fields, these agencies brought no backlog of experience - only a sense of urgency, experts from related fields and substantial amounts of funds.

13. Typically, because family planning has been largely confined to health programmes, foreign assistance has made possible and often encouraged the formation of separate information and education units within the health infrastructure. In India, for example, although production of materials and broadcasting of family planning messages is handled in other ministries, the development of strategy and the allocation of resources is administered by a unit within the Ministry of Health and Family Planning.

14. It is clear that family planning communication programmes have to be designed to meet situations which exist in any given country. One country can talk openly about birth control, of human reproduction and even sex. Another country will have to approach the subject through family health, the welfare of women, a better life for children, etc. There is room for both approaches but the dual approach can be a brake on the effectiveness of communication.

15. All this calls for an entirely new approach to communication, an approach in which the strategy involves an integration of developmental messages and media and above all, a proper research into what people really think about family planning as it affects them individually.

16. A UNESCO paper prepared for the Second Asian Population Conference, recognized the need for communication activities directly related to family planning but calls for integration with other developmental issues over time.^{1/}

"Not merely has there to be an integrated communication approach at all levels of activity for planning to execution and evaluation, but also in terms of messages, because family planning messages in isolation cannot have meaning without their being an integral part of appeals directed toward attainment by the people of their personal aspirations and community goals. Thus, while UNESCO recognizes that in the face of a problem so gigantic as that of population growth, communication programmes directly related to it have to be started, yet after the initial phase, integration with communication programmes for economic and social development has to take place because, over a long period of time, family planning messages per se would either have to compete against other messages or become part of them".

^{1/} Review and Assessment of Major Policies and Programmes in Communication Services, Background paper prepared by the Secretariat of UNESCO for the Second Asian Population Conference, Tokyo, November 1-13 1972.

17. Family planning communications typically wish to go directly to people with messages calling for action which they cannot be expected to take apart from larger considerations of family welfare - like making a living, educating the children, having a son to carry on the name etc.

18. It seems logical to assume that other developmental programmes cannot be expected to disseminate specific family planning messages unless those messages also relate to the goals of the programme involved. In a total development communication concept, each sector will have need to develop messages within its subject area but based on the need for family limitation.

19. Developmental workers are not paid for distributing family planning leaflets or organizing meetings to discuss family planning. Generally, they will not be evaluated for their effectiveness on performing these functions. One goal of an integrated development programme in which family planning is a part should be to build population and family planning concepts into the education and training of other developmental workers in such a way that they are more effective in their primary assigned tasks. The extent to which that can be done is a test of whether family planning can and should be integrated with other development efforts in any given country.

20. The differences between education and communication derive largely from the attempts to organize the processes within society and the different institutions involved in those efforts.

21. Saunders^{1/} reinforces the common role of education and communication with a statement of five objectives for family planning communication:

"The information component of family planning communications will be directed toward individuals, groups or publics both within the family planning organization and outside it... The distinction between informational and educational is not very sharp... perhaps the basis of any distinction lies in the extent to which communications for education attempt not only to change knowledge, but to some extent also seek to change persons - to teach skills, to build habits, to establish new patterns of belief or behavior.

"Motivational communications will be those that aim to influence behavior indirectly by trying to change perceptions of wants to needs or by establishing a connection between family planning practice and the gratification of existing wants.

"Legitimation - creating a climate of opinion in which talk about sex and contraception is not considered furtive, embarrassing, shameful or

1/ Saunders, Lyle, "Family Planning Communications in the Context of National Development: Communications for Information and Motivation in Family Planning", paper prepared for Working Group, United Nations Economic Commission for Asia and the Far East on Communications Aspects of Family Planning Programmes, September 1967.

'dirty', but rather is viewed as commonplace and matter-of-fact, a climate in which contraceptive practice is accepted as being both respectable and proper.

"Reinforcement for new knowledge and attitudes and reassurance about changed behavior. Decision makers need to know that in supporting family planning they have made wise and politically regarding choices; users need to be reassured - that they are right in continuing usage; staff members of family planning programmes need encouragement and support and the assurance that they are performing satisfactorily."

22. The skill which development communicators must master is the skill of properly combining the strengths of mass media and extension education. Interpersonal channels are invaluable as means of promoting maximum interaction and immediate feedback, both of which establish an atmosphere where attitude change is possible. Mass media, on the other hand, have the advantage of rapidly spreading information of high accuracy even though the message flows in only one direction. Mass media are more likely to be important in increasing knowledge and ideas while interpersonal communication is more likely to cause attitude change.

23. The important implication, however, for population communicators is that mass media provide access to the interpersonal and group networks through which attitude change can be accomplished. The very fact that mass media exposure is less in developing countries makes them a more significant influence in rural societies. Those who have access to mass media are accorded status by those who do not. The very nature of the media contributes to the legitimacy of the messages that emanate from them.

24. In the integration of mass media and interpersonal channels, the change agent becomes a key factor. Communication strategy must devise a system in which the change agent serves as the "linker" between mass media message, dissemination of information and group and interpersonal networks for attitude change and discussion of alternatives.

III. ROLE OF CHANGE AGENTS IN COMMUNICATION

25. Communication has been simply described as the art of developing common understanding among people. The change agent exemplifies this art since he interprets the discoveries of research to those who need and can use them and he feeds back the needs of the people to those who are in position to contribute to those needs.

26. The change agent is the mediating factor between the broad policy-oriented messages, which must emanate from central sources and lend themselves to dissemination through mass media, and the individual needs, interests and concerns of people, which are nearly always conveyed through interpersonal channels. The change agent contributes to the development of a media system by providing not only the essential feedback but by organizing for local reception and processing of developmental messages.

27. The process of social and economic development is a process of human development for people are the target as well as the essential variable in development. Communication, being a two-way process, provides for participation at whatever stage of enlightenment the individuals composing a society find themselves and the change agents are key factors in both the communication development processes since they are instruments for getting facts to the people upon which decisions can be based.

28. Some of the change agents dealing with the concerns of people are: social workers, field workers attached to development departments for health, social services and other community development projects, those already attached to rural programmes or to literacy and adult education extension projects of both the government and private agencies.

29. Educationists, agricultural extension workers, municipal workers and government employees also have a role to play. They are the people and the agencies who most often come into contact with the local people, the particular audience which the general programme is trying to reach. If there is to be co-operation between development workers at the grass roots levels, then there must be adequate and coordinated planning at the outset.

30. Just as there is a need for family planning and other development programmers to work together, there is a need for integrated family planning and development communication. Much of the impact of a family planning communication project is derived from its relevance to other development projects, and family planning communicators need to draw upon other development areas for the promotion of family planning goals and practices.

31. Family planning communication has thus to be linked to the extension framework for health, education, social welfare, literacy programmes, farming information, industrial development and housing schemes and it is only by planning for integration from the central planning level right through to the practice in the field that real interrelationship can be achieved and sustained.

32. Whether the extension network is composed of family planning communication workers, field workers attached to other development projects, or both, the ideal situation is one where all personnel are welded into a comprehensive programme for co-operation, so that they become more than the disparate units of a large number of central projects.

33. Whatever the arrangements for such co-operation may be, it is up to the family planning agency to use these relationships as comprehensively as possible and to establish contacts with and involve other development workers.

34. Studies show that, although the mass media can be powerful persuaders, most people decide to "act" after discussion with friends, family, and with neighbours. Thus, though the information gathered through the media may be convincing and though provoking, only a very small proportion of people change their behavior or accept change, without reference to their cultural and social groups, within which there are people who carry greater weight and are more persuasive than others and "set the pace" for change.

35. As most people accept new attitudes and change their behaviour once these are approved by their social and cultural groups, the importance of interpersonal communication and the need for direct contact by the communicators with influential group members is crucial. If the mass media are to be effective in developing new attitudes they need the support of village headmen, leaders of community organizations, opinion leaders, midwives, indigenous medical practitioners and heads of families.

Four-step Strategy for Opinion Leaders

36. In order that these locally influential people may play as full a role as possible in support of the media, a comprehensive scheme to bring them into the communication network needs to be devised.

37. Opinion leaders should be identified, and brought together in a meeting with other influential members of the community at an early stage to ensure their co-operation with the local family planning communication programme.

38. The following four-step strategy for achieving this objective could be followed:

- Provide the opinion leaders with the information necessary for a full understanding of the reasons for family planning, including its relationship to national and particularly local development.
- Involve them in the preview of radio and television programmes.
- Invite their suggestions for local activities
- Invite them to open discussions about family planning in the community, whether formally or informally.

39. Once the local leaders realise the value of their co-operation they may also be able to pinpoint the kinds of resistance which are likely to be met and suggest ways and means to overcome it.

40. The planned and systematic use of communication strategy composed of mass media and field work helps to telescope change and ease difficulties of development. The prerequisites of such planned and systematic use are, firstly, that the media support be supported by extension services and other traditional methods of communication, and secondly, that development programming and development messages be realistically planned and co-ordinated.

IV. DEVELOPMENT OF FAMILY PLANNING COMMUNICATION STRATEGY

41. In order to describe the actual and potential contributions of communication to family planning and population activities, it is necessary to view side by side firstly the emergence of communication as an increasingly distinct area of social science and in terms of the rapidly expanding media involved and, secondly the progress of family planning from its early confinement to individual initiative through later voluntary group action to the relatively recent governmental programmes typical of many developing countries. It is significant that the large national programmes beginning with India in 1952 have largely developed during the time of rapid expansion of mass communication media, i.e., television, facsimile and satellite communication. It has also been largely in the past 20 years that scientific study has been directed to the process and effects of mass communication. The development of major theories about them reached its greatest intensity during the 40's and 50's.

42. During the following decade a wide variety of approaches to the application of communication were introduced. Examples included the Indian mass communication campaign characterized by the widespread use of the "four faces" poster and the inverted red triangle accompanied by the simple message, "two or three, that's enough"; the El Salvador PATER campaign, the principle message of which was "have only the children for whom you can be a responsible parent" -- that is by providing adequate food, housing, education and religious upbringing; Hong Kong, where over 60 percent of the women have their babies at hospitals or clinics and over 30 percent bring them to such facilities for examinations; and Korea, where a well trained staff of field workers make home visits, arrange community meetings and exhibits and distribute both informative and educational materials and contraceptive supplies. It is clear from these examples that these two distinct approaches have either laid emphasis on mass media alone as in India and El Salvador or as in Hong Kong and Korea, basically on extension work.

43. By the late 1960's several factors focused attention on communication as an underdeveloped resource in population and family planning. These included unsatisfactory acceptance rates among women of reproductive age, underutilization of services available, lack of continuation of methods once they were adopted, and the spread of rumors based on isolated, often false reports of experiences with contraceptive methods.

44. An ECAFE-sponsored conference in Singapore in 1967 devoted to discussing the communications aspects of family planning programmes developed a means of classifying communication approaches or strategy in family planning^{1/}

^{1/} Communications in Family Planning, Report of a Working Group. The Working Group on Communications Aspects of Family Planning Programmes, Singapore, 1967.

Three different stages were identified:

- "a) Voluntary agencies are solely responsible for conducting family planning with no official recognition or government support;
- b) Family planning is recognized tacitly but with lack of official policy;
- c) Family planning is a full-fledged government policy."

This classification system was used by Schramm^{1/} during his world-wide survey of communication in family planning which was published by the Population Council in 1971. The survey revealed that the first priority in any campaign are leaders, those who have responsibility for national policy or for building voluntary support. Here, the preferred media are personal conversations, letters or reports on the population problem. Later, as clinical sources become available, the audience shifts to medical and paramedical personnel and the channels will include training courses, seminars, manuals supplemented by material for distribution describing the services. When it becomes possible to carry the programme to the people the emphasis shifts to field workers who must have training sources and text materials along with demonstrations and educational materials. Once a national policy is established, mass media can be utilized first to inform the "ready" people and then the less informed and hesitant. After the "ready" audience has been reached and the acceptor rates begin to drop off does the time come to think of special groups and special tactics. Campaigns which not only inform but persuade are needed for such people as are interested and approve of family planning but never go to the clinic, or those who use contraceptives but discontinue, or men and young people who have been neglected in information campaigns.

45. It is well known that in the initial phases of a programme the number of acceptors goes up but as the time passes more and more efforts are needed to convince those who have not yet accepted for various reasons. It is at this stage, known as the post plateau period, that the family planning information campaigns and strategies face a challenge.

"Inasmuch as a number of countries are now reaching a plateau of acceptance, communication is being called on to shoulder more and more responsibility for the success of programmes"^{1/}

46. The classification suggested by the 1967 ECAFE working group is still a useful system because it helps suggest how the various media of communication can and should be built into campaigns. As pointed out^{1/} television and radio

^{1/} Schramm, Wilbur, "Communication in Family Planning," Reports on Population/Family Planning, Population Council, April 1971.

are not usually readily available to voluntary organizations which are moving cautiously into programmes of social change where undue publicity might arouse apprehension and even hostility. In this, the first stage, word of mouth, group meetings and personal contact are important.

47. In the second stage, however, it may no longer be necessary to be so cautious so the news media can be encouraged. Here displays, signs, exhibits and the like are appropriate. Often, field workers are used to visit homes, clinics and hospitals to interest potential users and answer their questions.

48. In stage three, where a national policy fully supports family planning, a comprehensive public information and motivational programme is called for. Generally, mass media can be freely used in combination with group and personal approaches. It probably will always be true, however, that use of mass media will vary according to how long the policy has been in effect, the extent of modernization and current events, particularly those affecting cultural and racial minorities.

49. From the guidelines suggested above, one can then gain a generalized picture of the communication strategy being followed in countries by their position in the following table:

Official Policy	Support but No Policy	No Policy No Support
Egypt	Botswana	Algeria
Ghana	Dahomey	Cameroon
Kenya	Gambia	Ethiopia
Mauritius	Nigeria	Madagascar
Morocco	Rhodesia	Mali
Tunisia	South Africa	Senegal
China	Sudan	Upper Volta
South Korea	Tanzania	Zaire
Taiwan	Uganda	North Korea
Bangladesh	Hong Kong	Burma
Sri Lanka	Afghanistan	Iraq
India	North Vietnam	Khmer Republic
Indonesia	South Vietnam	Saudi Arabia
Iran	Bolivia	Syria
Malaysia	Chili	Yemen
Nepal	Costa Rica	Brazil
Pakistan	Cuba	Peru
Philippines	Ecuador	
Singapore	El Salvador	
Thailand	Guatemala	
Turkey	Haiti	
Barbados	Honduras	
Colombia	Nicaragua	

Official Policy	Support but no Policy	No Policy No Support
Dominican Republic	Panama	
Jamaica	Venezuela	
Puerto Rico	Western Samoa	
Trinidad Tobago		
Fiji		

50. It is unlikely that the 1970's will see a repeat of the rush by governments to declare policies favoring family planning as they did in the last ten years. This is not to say that the trend will not continue; indeed, the action by Mexico, a major Catholic country in declaring a national policy effective January 1, 1973 suggests that more Latin American countries might eventually follow suit. It is more likely, however, that most countries will simply choose to tolerate or support family planning without taking a policy stand.

51. Given this assumption there is need for a new means by which to classify the population communication efforts of countries, one which stresses the development of overall national strategy rather than tactics and activities. The following is a suggested scheme for such a classification:

A	B	C
Countries with autonomous Family Planning Coordinating Bodies	Countries which carry out the communication component of Family Planning Programmes from within Health Ministries	Countries in which the Family Planning Communication Programme is carried out outside Health Ministries

Under this scheme, the 31 countries with national family planning programmes would be classified as follows:

A. Countries with autonomous family planning coordinating bodies:

Indonesia
Malaysia
Philippines

B. Countries in which the family planning communication programme is carried out within health ministries:

Chile	Jamaica
Colombia	Mauritius
Costa Rica	Morocco
Dominican Republic	Nepal
Ecuador	Nicaragua
Egypt	Pakistan
El Salvador	Singapore
Fiji	Taiwan
Guatemala	Thailand
Honduras	Tunisia
India	Turkey
Iran	Uganda

C. Countries in which the family planning communication programme is carried out outside health ministries:

Ghana	South Korea
Hong Kong	China

52. Massive foreign assistance has often resulted in confused objectives and restricted opportunity to develop long-time plans. Often the bulk of research has been initiated and conducted by external individuals and institutions, further resulting in confounding decisions on priorities. A number of countries have begun to solve this problem by establishing national coordinating bodies which, though they vary in practice, generally seek to develop common objectives, maximize the effectiveness of foreign aid and mobilize internal resources. In terms of communication strategy development, these national bodies are among the most significant factors coming on the scene in the 1970's.

53. By operating at the policy level and because they transcend any given ministry, they are able to integrate all appropriate government units and communication channels for the promotion of family planning objectives. They likewise provide an effective interface with private organizations.

Considerations in Implementing Communication Strategies

54. The foregoing review shows the steps taken in various countries for the development of structures for the implementation of communication strategies for family planning and development.

55. Once a national government decides upon the set-up it needs in accordance with its administrative traditions and strategies for national development, the basic considerations in implementing communication programmes need to be taken into consideration.

56. Needless to say that a communication programme for the promotion of development goals must be timed to suit the availability of services, and the level of awareness of the audience.

57. Programmes urging people to make use of family planning facilities may do more harm than good if services cannot cope with the demand created by a media campaign. A television programme describing the benefits of family planning is unlikely to be acceptable if contraceptives are not readily available. The communication programme must be timed to provide the kind of information required when it is needed, and when the extension services necessary to make the limitation of family size practicable, are available. There is another reason for the deliberate planning of the media programme. As well as catering for the level of awareness of the population (and of different sections of the population, programmers need to make the best use of resources. They need to draw up realistic budgets and to develop those aspects of the mass media which are most effective. For instance, if television is available only to a few city areas or to middle class homes, it may be best to make use of radio and print media only, or radio alone.

58. A communication programme which is designed to assist the development process must therefore fulfil the following criteria:

It must be timed to tie in with the development programme as a whole;

It must make the best use of media resources;

It must suit the level of awareness of the audience.

59. Such a communication programme is required to inform people of changes brought about by development; to create an awareness of the need for change and an acceptance of change itself. Development, when the term is applied to the country, or to the individual, means change: change in life style, change in attitudes, change in behaviour,

60. The role of the media in development communication is to ease the problems brought about by change, and to encourage people to develop favourable attitudes to the new life style which is being offered. Ultimately the communication programmes seek to bring about modifications in behaviour which will speed up the acceptance of the new way of life which development has brought about.

61. For developing a media strategy a number of useful models are available which set out the processes which individuals pass through before they accept a new idea, attitude, or set of behaviours. The first of these, drawn up by sociologists, categorises the diffusion process (which leads to the widespread acceptance of change) into five stages:

1. Awareness: The individual is introduced to the idea for the first time. That is, an innovation, a development, an idea, is introduced, and the individual is made aware of the existence of the development.
2. Interest: The interest of the individual is aroused and he seeks further information about it.

3. Evaluation: The individual, armed with further information about the "new" object, subject or method, assesses its relevance to himself, purely on theoretical grounds.
4. Trial: The individual tests the "new" area for himself.
5. Adoption: (or acceptance) - The new idea, method or object is accepted by the individual and his behaviour changes accordingly.

62. In this case all that has to be done is to devise a media strategy which creates awareness, which provides more information when interest is shown, which shows the relevance of the innovation to the individual and which directs people to places where the new methods can be tried and finally adopted.

63. However, it is difficult to categorize sections of the population in this way. There will be people who adopt a new idea because it is new, those who go on evaluating, those who are interested and then lose interest. In any social or cultural setting there will be those who set the pace for change, a group which comes in a little later and those who join at the very end. However, most people go through stages of acceptance which approximate those described, even though the length of time it takes for them to accept innovation may differ completely.

64. Apart from the diffusion process, the communication strategy for the acceptance of innovation can also be based on a list of measures which can be taken by governments to encourage acceptance of development goals. In the area of family planning, these may be:

1. Measures which change circumstances (housing restrictions based on family size, compulsory education, taxation for large families).
2. Measures which may change the perceived relationship of family size and birth spacing to existing goals, values and circumstances (making known the fact that large families will be unable to reap the benefits of development programmes, making known the relationship between maternal health and family size).
3. Measures which promote changes in goals and values (improvements to the status of women, equal educational opportunities, social security provision).
4. Measures which promote changes in birth control methods (new methods of contraception and increased availability of contraceptive services).

65. The development of a media strategy based either on the "diffusion" model or on the "measures", will help organize programming, and to identify audience groups. However, in either case, amongst other elements the two which the strategy should include are population education and the use of folk media.

Population Education

66. An important consideration in developing a communication strategy is the rôle of Population education which is increasingly being promoted among educators and population policy planners as a means of preparing the younger generation for a more informed approach to population and family planning matters. Such education may be classified into three areas: sex education, education for family living, and population awareness.

67. The objectives of population education are to give the learner an insight into the totality of issues connected with population, including the nature, measurement, causes, determinants and consequences of population growth at family, community, national, and world levels, as well as the possibilities of planning family size and population growth.

68. The first major international conference convened by UNESCO to consider population and family education (Bangkok 1970) considered four areas of concern:

Introduction of potential content

Definition/objectives of population education

Preparation of curricula materials

Issues relevant to implementation

The workshop developed one of the first and perhaps the most succinct definitions of what population education should be expected to achieve:

"Population education is an education programme which provides for a study of the population situation in the family, community, nation and world, with the purpose of developing in the students rational and responsible attitudes and behavior toward that situation."^{1/}

69. The rapid development of interest and participation in population education, particularly in Asia, along with a parallel interest in non-formal or non-school education on the part of population communication personnel has caused each group to focus on what the interfaces should be.

70. It seems certain that population education in educational programmes outside schools will become increasingly important in the future. Instruction will need to come from a wide variety of related interests including medical doctors, nurses, public health workers, cooperative workers, community development staff, literacy programme personnel, armed forces staff, etc.

71. From the point of view of an immediate influence on reproductive behaviour the target group that is most crucial for a population education programme consists of out-of-school youth and adults, who are on the threshold of, or in the midst of, their reproductive behaviour. While it must be recognized that they are a most elusive group to reach, it is essential that they should be reached, and a comprehensive programme of communication and

1/ UNESCO "Population and Family Education", Report of an Asian Regional Workshop, Regional Office for Education in Asia, Bangkok, 1961.

Population Education has to take account of them, not only now, but in the future as well. Even after Population Education has been established at the school level, the problem of drop-outs from schools will continue to be such that many, not reached through school programmes, will have to be reached through communication programmes for out-of-school youths and adults. Moreover, even in the case of those who have been reached through school programmes, it may be necessary to ensure a strengthening and reinforcement of their awareness of the insight into population issues in the years of adult life when personal decisions have to be taken about reproductive behaviour.

Indigenous Media

72. Yet another important element which should not be lost sight of in developing communication strategies is the organised use of folk media. Recently, more attention has been given to traditional means of communication for social and health education. Those in charge agree that these methods can be of value if they and their cultural setting are well understood by communicators.

73. Traditional media come from the people and antecede the mass media. Their appeal has historically been both functional and esthetic. They have always served to entertain, educate and reinforce existing ideas or ideologies or to change existing values or attitudes. They tend to invite audience participation and beyond informing, they can inspire people.

74. Being close to the people at the local level, these channels retain the capacity to be used in the service of social concerns as determined by local, provincial or national authorities themselves. In addition, they tend to be relevant to the people in the sense that they are conventionally acceptable. They are also abundantly present in areas where mass media technology has not been fully or effectively developed to capture sustained interest at the local or even at the provincial and national levels. Costs of supporting traditional forms are minimal.

75. Limitations in the use of such forms lie in "overloading" the channels with too many messages of an instructional nature. Little is known about such limitations, however. Concern must also be given to the possibility of distorting the original meaning and purpose of traditional media. Some evidence indicates that the puppeteers of Indonesian Wayang Kulit cannot risk the chance of losing their "credibility" with villagers by introducing family planning messages. It may, in this case, mean training an entirely new group of puppeteers for the purpose.

76. One of the four meetings of international experts convened by UNESCO in 1972 dealt with the Integrated Use of Folk Media and Mass Media in Family Planning and Communication Programmes.^{1/}

^{1/} UNESCO, Expert Group Meeting to Study the Integrated Use of Folk Media and Mass Media and Family Planning Communication Programmes, London, November 20-24, 1972.

77. The meeting recognized that both the mass media and folk media have developed their own styles and forms and that, while on the one hand the former could extend the size of the audience of the folk artist, the latter have the great advantage of enriching and diversifying the content of the mass media.

78. It was noted that communication programmes have so far concentrated on the utilization of the field workers of health and agriculture programmes for extension of the family planning message. It was emphasized that while this should continue, folk media should be added as extended channels for such workers. This would enhance innovative approaches and capitalize on trusted folk media and folk performers for family planning.

79. The meeting concluded that communication strategy embodying the coordinated use of both types of media would result in the creation of a climate for acceptance and better realization of the concept of family planning and of services, as well as that of other kinds of activity in the field of population.

80. Steps need to be taken for the organized use of folk media in national family planning communication programmes. The folk media being based in local communities, have the vitality and potentiality for serving as the extension arms of the mass media. Also used carefully for motivational purposes in communication programmes for family planning and development purposes they could contribute to cultural development as well.

V. TRAINING, RESEARCH AND EVALUATION

81. Training essentially meets needs which education and experience cannot adequately provide. It resembles both education and experience but is different from both. The primary goal of training is to produce changes in knowledge, in attitude or in behaviour. Institutions which engage in training can make it more effective by recognizing its unique requirements and opportunities.

82. Training has, since the beginning of organized family planning programmes, received attention as a major determinant of success. Since such programmes have been generally under the direction of medical personnel much of the early training consisted of instructions in clinical aspects of contraception and human reproduction. Subsequently as field workers came in the picture, training became broader based and began to deal with the complete of subjects which make up family planning.

83. The most common practice in developing countries is to have a system of training institutes usually featuring a national training centre, state training centres and often regional centres dealing with the range of concerns for which

programmes are responsible. The functions of a national centre may include coordination of the national training programmes, developing primary curricula for use in training different categories of personnel, training trainers, training special groups, providing advisory service to regional or provincial centres, preparing training aids, servicing as a clearing house on training information, evaluating training programmes, conducting research to evolve more effective methods of training and organizing seminars and workshops for improving competency of trainers.

84. Regional training centres assume the responsibility for training personnel within their geographic areas. Typically their faculties spend time in the field consulting with and guiding field personnel, testing job descriptions, developing curricula, modifying curricula, evaluating training in terms of job performance, organizing refresher courses on specialized aspects, and conducting research.

85. Family planning training institutions are largely inadequate to meet the current needs of programmes which place high priority on information, education and communication activities at all levels and among all personnel. Sweeney states the problem plainly^{1/} as it relates to the communication training needs of programmes when he says:

"One of the parts of family planning programmes that causes me concern is the training of communicators, particularly field workers. Field workers are generally trained by services personnel or by people who come from the services part of the programme. Let me draw an analogy. Your local automobile dealer has a services department and a sales department. Imagine the conversation you would have with the salesman who has been trained by the services manager. In no time at all you would be on a dolly under the automobile looking at the engineering and then standing in awe as the services-trained salesman lifts the hood and carefully explains all the working parts. Personally, I would rather know what the automobile could do for me in daily life."

86. Communication training is often thought of as having application only to those workers whose job titles specifically commit them to tasks involving public information or informal education, often described as motivation. Thus, those staff members who deal with mass media and those field workers whose duties involve persuading people to accept new practices are seen as communicators and therefore subjects for communication training. A much more enlightened view is that every category of staff at various levels should receive communication training. Though the content and methods of such training have already been specified by UNESCO^{2/}, what remains to be done is to lay down the criteria and standards for institutions which could undertake such training.

^{1/} Sweeney, William O., A Blueprint for Programme Planning for Population Communication, A paper prepared for a Work-Planning Conference, University of Chicago, Community Family Study Center, December 16-17, 1971.

^{2/} UNESCO, Experts Meeting on Training of Family Planning Communicators, Honolulu, September 1972.

Research

87. Estimates of the number of studies in population communication vary widely but is it fair to say the total extent of such research is not known. This is emphasized by the fact that much social science and media research is applicable to population and family planning but requires that someone go to the bother of searching it out and suggesting appropriate applications.

88. A general short-coming of population communication studies is that they often do not deal with strategy or - if they do - it is not projectable to the whole of the area, whether it be province, region or country. The Taiwan experience is a notable exception to this. Starting in 1963, the Taiwan Population Studies Centre conducted studies and surveys to find out the consequences of population growth, its impact on the health of the people and on economic development, and communicated the findings to the public.

89. Findings from three major studies have provided valuable guidelines for Taiwan's use of media in family planning. These were the Taichung study (1963), the Kaoshiung City study (1967) and the mailing follow-up study (1967).

90. A UNESCO experts meeting on research in Family Planning Communication identified nine areas, in terms of priority as follows^{1/}:

1. Research in the adoption process of family planning practices. It was hoped that research in this area would help answer the questions of why in many locations there is widespread knowledge and favourable attitudes, yet low acceptance. This research might also help describe the similarities and differences between diffusion and adoption practices in family planning and other innovations like agriculture.
2. Communication strategies for improving continuation rates. The research area should deal with the difficult communication problem of rumors. It will likewise contribute directly to the development of strategy.
3. Designing and testing more effective family planning message strategies. This area should deal with content of messages delivered through the widest possible variety of media, socio-linguistic considerations, style or treatment of messages and the coordination of mass media and interpersonal approaches.
4. Integration of family planning with other developmental programmes. This area would help answer the questions of whether family planning goals are best met by building a separate infrastructure or by utilizing existing channels, audiences and sources. It should explore the ways in which family planning messages can be integrated with those of education, agriculture, etc.

^{1/} UNESCO, Research in Family Planning, Meetings of Experts in Family Planning Communication, Davao City, Philippines, October 24-28, 1972.

5. Communication strategies with opinion leaders.

Research in this area would probe the role of the influentials at all levels of society in diffusing family planning innovations. It would help to determine the relationship between mass media and such opinion leaders. The role of incentives should receive attention. It should also explore the possibility that opinion leadership may be decreased when family planning field staff overly concentrate their activities on their leaders.

6. Information acquisition and processing behaviour.

Studies are needed that document how audiences receive information and how it is processed by individuals, all against the social psychological background of the culture.

7. Communication effectiveness of family planning personnel.

The most successful national programmes have stressed a large group of well-trained field workers, yet there is little research on the communication role of such staff. While local conditions will vary, research is needed on the relative communication effectiveness of family planning personnel with regard to recruitment, selection, training, supervision, targets, motivation, perception and reward systems.

8. Communication aspects of population education.

Answers are needed to the question of how much stress should be placed on the possibilities absorbed by school and non-school education programmes. Little is known about the most effective ways of reaching out-of-school youth.

9. Communication components supporting innovative approaches.

Many countries are experiencing plateaus in numbers of new acceptors, as well as having increasing numbers of discontinuances. Here incentives and possible increased use of commercial marketing and research facilities are possible areas of investigation.

91. Action research is of particular importance. Action research is carried out while the programme is underway, and the results are fed into the communication channels as quickly as possible.

92. As a whole range of media approaches is likely to be involved in a multimedia approach to family planning communication, there is an urgent need for research into the comparative effectiveness of different kinds of approaches.

93. The need for taking into account social and cultural factors when devising media approaches is vital. Research would be needed to analyse the cultural factors which might work for or against the acceptance of family planning in the local context. Family planning communication may aim at strengthening motives for small families, and weakening those for large families. For mounting an effective communication programme the need is to

to know what these motives are and which approach to motivation and information would bring about a change in attitudes; knowledge of and about the target audience and its attitude to family size is needed. In order to use media to change these attitudes one needs to know which media are available to the target audience; which programmes are listened to most, and by whom; what styles of presentations are most effective and most popular; and which media are most credible. Knowledge is also needed as to the kind of exposure the communication materials require and how frequently the messages have to be aired if they are to lower resistance.

94. Once the communication programme has been mounted, there is a continuing need for research into the effectiveness of particular media approaches in persuading the target groups, and to ascertain whether these approaches themselves are informative, colourful and convincing enough.

95. Another aspect of research in family planning communication is the transferability of the findings. There have been a great number of communication projects but very few provide guidelines for the development of programmes in other areas and country situations. Research material should be collated and presented in such a way that it can become a permanent record and a reference for communicators and development workers in other projects. Finally, the way in which research data are presented is important. Valuable information should be presented in such a way as to be meaningful to professional, influence and political groups; for it may affect the way in which they treat the idea of family planning communication and allocate resources for it.

96. Family planning communication programmes are designed to produce attitude changes and to influence behaviour in groups of people who may or may not be receptive to change. The success of this rather intangible aim can only be evaluated through measurements of the impacts of the programmes which are then related to the resources expended. Measurement is not easy but one cannot give up simply because the variables of interest are hard to quantify. The challenge becomes instead of finding reasonable indicators or surrogate variables which can serve as approximations of the variables of real interest.

97. Family planning communication is a two-way process. Family planners have information for the audience and the audience has information for them. Communication programmes that forget this principle could easily degenerate into mere propaganda and audiences quickly tire of propaganda.¹ A good evaluation programme is, therefore, essential to a good communication programme. It provides the basis for both control and learning; control in the sense that the communication programme can be modified on the basis of the feedback obtained; learning in the sense that it will be possible to transfer experience between programmes. If such experience is not documented through a formalized evaluation procedure, the danger is that a subsequent programme will be planned without taking into account the results of its predecessors (People in the field are often too busy implementing the communication programme to worry about evaluation. This implies that special steps must be taken to ensure that responsibility and resources are provided for this important function).

98. The following elements are always necessary for evaluation:

- a) perform environmental analysis to identify opportunities for action.
- b) Set goals and priorities (goals defined for the communication programme as a whole).
- c) Define these goals into operationally meaningful objectives and at the same time determine the interrelationships between such objective
- d) Isolate and analyse the critical decisions and operations which are necessary to carry out the operational objectives.
- e) Choose and describe the appropriate control variables which are necessary for monitoring decisions and operations.
- f) Define operationally meaningful measurements to generate the appropriate reports.
- g) Design an information system for:
 - (i) data gathering
 - (ii) data recording, storing and transforming
 - (iii) report and information generation

with a special emphasis on generating and transmitting on a continuous basis, including information to managers, and taking over all the repetitive aspects of managerial planning and control, so that those in charge of implementation can get out of "fire-fighting" and get down to the real business of planning.

99. Planning and control of communications programme is done at different hierarchical levels. The principal linkages between decision-making level need to be made explicit in order to show the main information flows.

100. The main connecting link is through control-variables and objectives. The control variables identified on the higher level will be the objectives on the lower level and so on, down the line. The linkages between higher and lower levels have to be maintained both through direct contact and through a formalized information and planning system. It is important that objectives are set in a co-operative mode and not assigned arbitrarily, if people on the lower level are to feel committed to their achievement.

101. Evaluation is linked to the programme's specific objectives and attempts to discover how far those objectives have been reached, and how effective the techniques for reaching those objectives have been. To be meaningful, it must be continuous and carried out in a scientifically reliable way and family planning communication programmes should have the necessary expertise for the purpose. Particular attention needs to be paid train field workers in evaluation methods. Social scientists working in development programmes can be of assistance in setting up training programmes.

102. The involvement of marketing research organizations in evaluation should not be overlooked. Questions on media use can be added to the questionnaires whenever an appropriate marketing survey is being mounted. Personnel from commercial research organizations and advertising firms are often valuable in the preparation of evaluation programmes, and may be involved from the inception of a promotional idea.

VI. ORGANIZATION AND MANAGEMENT

103. The organizational problem for family planning and development communication programmes is two-fold:

- The organization and administration of an overall family planning and development strategy, bringing in all agencies concerned with the development process. For example, health, education, family planning, town planning, transportation and sanitation, communication, rural development and industrial development may all be the responsibility of separate and independent agencies, or may be off-shoots of a larger, more powerful, single agency.
- The specific planning for the media through channels which may be government owned or private organizations, including film companies, television channels, newspapers and magazines, radio stations and the various agencies concerned with the production of tapes, slides and cassettes.

104. Family planning itself is often a function of the Ministry of Health of a larger unit dealing with social welfare. In other instances, family planning is carried out by a specially constituted department or agency which may be statutory, voluntary, or a combination of both. In this case, the agency involved may be a new Ministry, or a group of Ministries or even a central planning unit.

105. The kind of relationships which can be forged between family planning and other developmental projects are, to some extent, dictated by the kind of administrative arrangements which already exist.

106. As for media organization, the simplest situation is where all the media are controlled and financed by the government. But there are enormous ramifications possible in the organization of private media channels, which may be controlled by separate commercial groups. Some co-operation may be established between media organizations and other agencies, such as education departments, but this kind of relationship is likely to be limited and extremely specialized.

107. In other cases, there may be a Mass Media Department at a central level which has censorship and some financial control, but which is not directly responsible for media outlets.

108. Since family planning is a highly complex aspect of development, it needs sustained and concentrated effort dissemination of its message, because family planning communication has its own particular aims and goals, and has specific requirements and methods, the responsibility for it cannot be spread too widely. Where each development department has its own family planning programme, family planning is likely to become a secondary consideration and may even be lost sight of as each development area pursues its own goals.

109. What is required then, is a combination of two elements, at different levels of operation. At the centre, there needs to be an overall development policy-making body which is responsible for the coordination of development programme as a whole. This agency must recognize the social and economic importance of population growth rates as they relate to the total development programme. It must also be aware of, and be able to foster, the interrelationships which exist and are to exist, between the family planning programme and other development areas.

110. The second element is the specialist agency, concerned with the development of a family planning programme alone, but which is able to draw upon and bring together the appropriate resources in other agencies which are related to the family planning programme.

111. While the specific nature of the administration of communication activities in the family planning programme will vary from country to country, the essential principle is that the application of communication to family planning - or any other development programme - is a specialized operation and should be under the direction of communication specialists. Though these specialists should necessarily be under direction of overall programme administrators they should serve the role of advisors to those administrators as well as be in charge of planning and conducting communication activities. It is recognized that few developing countries will have many communication specialists - those who combine knowledge and experience in the media with behavioural science background and education. National programmes will necessarily have to rely on the best talent available from media agencies on the one hand and from institutions dealing with the social sciences on the other.

112. Unless the head of the communication unit is given equal status with that of the head of services, it is unlikely that communication support will ever be given the attention it must have in the future. There is no reason to believe that programmes administered by health and medical personnel will have built in the behavioural dynamics necessary to reach programme goals.

113. Too often the communication units of national programmes have been satisfied to deal in mass communication rather than comprehensive communication support. Specialists added to these units have often been deputed by broadcasting operations, newspapers, or other public information agencies. Few examples exist where a staff of public information specialists work side by side with specialists in informal education to design and produce messages and materials for all channels available in the country. Also generally lacking are personnel who understand and appreciate innovative methods such as mass mailing, advertising, market research and other methods common to the commercial world.

114. Bogue recently called for central communication units with internal structures which would include (a) planning and creativity; (b) production; (c) research and evaluation.^{1/} Under the production unit would be the provision for dealing with the public media; a mass mailing unit to reach selected audiences directly; and activities related to education in schools, adult education and literacy programmes and other channels.

115. The worldwide situation regarding administration of IEC programmes is not optimistic. It is generally agreed that of the some forty countries with official programmes, less than ten have a communication unit at the national level which is equal in status to the clinic services unit. Equally serious is the situation which prevails even more generally in which communication training is under the planning and direction of non-communication personnel. Given these circumstances, it is difficult to bring communication effectively to bear on the crucial needs of programmes.

VII. BARRIERS TO IMPLEMENTATION OF FAMILY PLANNING COMMUNICATION PROGRAMMES

116. Twenty years of organized national family planning programmes have provided sufficient experiences and revealed major barriers to their successful implementation. Programmes which have recently been initiated or which are going to be started could take special note of these barriers and plan accordingly. These barriers are as follows:

1. Family Planning/Population programmes have been advocated mainly in terms of fertility behaviour and demographic objectives and little or no action has been taken to advocate them in the context of human rights, the rights of the child or status of women.
2. Lack of commitment by responsible public officials to family planning as a concept or as an essential national programme. This lack of commitment too often derives not from an understanding and appreciation of the implications of rapid population growth for the accomplishment of national goals, but from narrow fear of loss of political influence. Even though 24 countries have declared national policies and 23 more have unofficially supported family planning activities, these policies and positions have too rarely been strongly supported by political leaders in power. The result has been that family planning programmes generally receive low priority, most receive little government funding and personnel remain limited in number.

^{1/} Bogue, Donald, J., Report of the Conference on the Communication Support Outlook for Population Programmes in the 1970's, University of Chicago, December 16-17, 1970.

3. Family planning has almost universally been defined as a health activity and the involvement and participation of other development agents has yet to receive due attention and their role clearly defined in the implementation of family planning programmes.
4. Unwillingness to attempt innovative approaches. Contraception has been known and practised for centuries, fertility has decreased in western countries in the absence of family planning programmes and yet most programmes in the developing world fail to recognize that a substantial proportion of their people have to want fewer children as well as have access to the appropriate knowledge and means. The conviction that few children are preferable to many is not widely held in a number of developing countries, although neither is it absent in any.

The idea of demand creation or, as sometimes described, a marketing approach to family planning based on shared preference for small families is not well developed. In general, family planning and programmes have not recognized the value of utilizing the private and commercial sectors, have not evaluated the advantages of incentive and disincentive schemes and have not begun to use the modern management tools which can significantly improve overall planning, administration and supervision.

117. Only recently has attention begun to be focused on the factors which many feel has been largely missing in adequately linking family planning and population programmes to national development and improving acceptance rates. This factor is the application of communication, in its broadest interpretation, to population and family-planning programmes.

118. It is not surprising that models for such application were not available at the time governments began giving major attention to fertility control. They have taken considerable time to develop. Applications of communication to agricultural development, for example, have been more rapidly adopted.

119. As in all aspects of family planning programmes, there are major barriers to the successful application of communication. For example:

- (i) Information, education and communication, components of family planning programmes have not been adequately funded and staffed to enable them to fulfill their potential of support. This has resulted in communication programmes which are insufficiently planned, too small in scope and often inappropriate in content and mode of presentation.
- (ii) While the training of personnel to fill the growing needs for communication talent and skills both for developing country programmes and among agencies extending assistance to those programmes is inadequate, uncoordinated and poorly funded, little effort has been made to encourage field based training or to upgrade institutions at national level for the purpose.

- (iii) Absence of Research and Training Research Personnel and utilization of research in most country programmes are health based, with insufficient involvement of other agencies or ministries connected with development
- (iv) The development of national (public) programmes has restricted rather than promoted the utilization of private commercial methods and resources. The great majority of contraceptive users in the developed world and an estimated 40 per cent of contraceptors in the developing world obtain their supplies through non-clinical outlets; yet these resources are not being exploited in developing countries.
- (v) Communication strategies have not always taken account of the limited accessibility of media to rural masses in developing countries or of the great potential of field work or of community's channels of communication.
- (vi) Family planning communication programmes have not been planned with or integrated into communication efforts connected with other developmental activities.
- (vii) The growing number and variety of international assistance efforts is often uncoordinated, resulting in confusion at country levels. The types of assistance available and the mode of access to them is not well understood. The aid giving agencies themselves differ as to the best methods for utilizing available assistance in the most effective ways.
- (viii) Communication technology is expanding dramatically yet the major benefactors are the developed rather than the developing countries. New technology has in many cases proved its cost effectiveness yet is resisted on the basis of the costly initial investment.

VIII. RECOMMENDATIONS FOR ACTION

Action at national and international levels is suggested as follows:

120. A broader interpretation of population programmes and policies than merely in terms of fertility behaviour or demographic objectives is called for and communication efforts should be intensified to focus them in the light of human rights of the child, status of women and in terms of development.

121. Research and subsequent training should be directed toward discovering the means for effectively combining the advantages of mass media with the inherent strengths of interpersonal communication for more adequate support of family planning and population programmes.

122. Any development of a worldwide population/family planning institute or centre should make allowance for adequate attention to research, training and service in the application of communication to programmes.

123. Active support and encouragement should be given to efforts to identify, process and disseminate research results which are relevant to family planning programmes. This process would include re-writing and otherwise putting such results into forms which administrators can readily use. Likewise, it includes capitalising on systems developed by programmes which have been successful in utilising research results to alter programmes.

124. Systematic review and comparison of communication activities and developments in family planning should be sponsored to learn what works under what conditions, and at what costs.

125. Encouragement and support should be given to multi-disciplinary research which goes beyond most KAP studies and reveals conditions conducive to high and low fertility against a backdrop of communication behaviour. International agencies particularly should encourage and support study of family planning communication in connection with the delivery of contraceptive services. This would include free offers, coupon systems, mass mailing, newlywed kits and other innovations.

126. Communication specialists and researchers should be encouraged to engage in family planning as an area of study and application.

127. Studies need to be conducted to determine the most effective use of change agents or mediators between mass media and local audiences.

128. Training facilities need to be developed at national levels for integrated use of communication for family planning and development. Assistance is particularly called for in developing the philosophy and the practice of placing communication training under the direction and implementation of communication specialists.

129. Considering the paucity of trainers on the one hand and of trained personnel on the other, an international reservoir of advisors and consultants in the application of communication to family planning and population planning programmes should be developed.

130. Manpower development being of high priority in development programmes, and specially in the implementation of family planning programmes, criteria need to be developed by UNESCO for accreditation of and providing assistance for upgrading of institutions at various levels for undertaking training of communication personnel. Efforts need to be concentrated not only in assisting in the training of communicators for family planning and development programmes but more specifically to enhance national manpower resources for research, training and evaluation.

131. Particular attention needs to be paid to develop administrative and management systems which will ensure effective application of communication based on sound management as well as communication principles.

132. New and innovative approaches to the application of communication should be encouraged at national level. Amongst innovative approaches for development and implementation of communication strategies attention may be focused on the one hand to folk media and on the other to experimentation with new technology with a view to adapt to needs of developing countries.

133. A network of institutions and agencies in the field of population education needs to be developed in the context of the total educational reform and as part of communication work within those sections of the communities not covered by formal institutions.

134. In order that national programmes may develop expeditiously, the knowledge and experience between countries should be exchanged specifically in the field of communication materials. For this purpose efforts should be made to ensure free flow of materials under international agencies.