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**PRISTOPMK**



**MINISTRY OF HEALTH**  
**Project Coordination Unit**

**PUBLIC RELATIONS & COMMUNICATION STRATEGY**  
**IMPLEMENTATION PLAN**

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**Health Sector Management Project**  
**Ministry of Health of the Republic of Macedonia**

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Prepared by

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## **1. PRC STRATEGY IMPLEMENTATION PLAN**

All the elements of the PRC Strategic Planning for the health sector reforms in the R. Macedonia shall be recorded in the implementation plan, which will become “blueprint” of PR activities. The implementation plan will refer to communication strategy and plans, messages and materials development, plans for distribution, promotion and process evaluation, outcome evaluation plan, tasks and timeline.

After the identification of the key target groups a special communication materials will be designed, in order to enable the transfer of necessary information to the key target groups. It is necessary to determine the title of activity and motto that are going to insure transferring of clear messages to target audience.

### **1.1. Proposed communication channel for PRC Strategy Implementation**

#### **1.1.1. Internal communications channels**

Internal communications channel are intended to communicate with the internal target group and professional public. It is clear that the existence of good internal communication is essential to put in function and efficient external communication. The key personnel in the Ministry of Health including Project Coordination Unit, the Health Insurance Fund and the partners of the Ministry of Health are very important in transferring messages to the other target public. They have to be well informed and if necessary trained how to communicate clear message. Beside that the good internal communication has a positive influence on the better understanding of the process of changes.

Many institutions including the Ministry of Health and Health Insurance Fund of Macedonia are much more open towards the public than before. However, in order to communicate clear message it is necessary to completely understand health reform process. Beside the need to present to the key public the ongoing changes it has to be clearly emphasized all advantages of these processes to professional public. Except presentation we propose to prepare short guideline with all detailed information for

the employees that should be distributed. The professional public should be completely introduced with all relevant aspects of the health reform process. In this regard it is necessary through internal communication channels to organize and held numerous meetings during the year 2007.

### **1.1.2. The External Communication Channels (Mass Media)**

External communication channel are intended for communication with the third target group (the general public). The professional public will be reached both with internal and external communication channels.

#### **Mass Media Channels**

Mass media channels (e.g., radio, network and cable television, magazines, direct mail, billboards, newspapers) offer many opportunities for message dissemination, including mentions in news programs, entertainment programming ("entertainment education"), "magazine" and talk shows (including radio audience call-ins), live broadcasts, editorials (television, radio, newspapers, magazines), health and political columns in newspapers and magazines, posters, brochures, advertising, and public service campaigns. A variety of formats and media channels will be used in spreading of information related to the Macedonian health sector reform implementation always choosing those that are best to reach the intended audiences.

Mass media campaigns are a tried-and-true communication approach. They have been conducted on topics, including health reform issues. Overall, research has demonstrated the effectiveness of mass media approaches in:

- Raising awareness
- Stimulating the intended audience to seek information and services
- Increasing knowledge
- Changing attitudes and even achieving some behavioral change

However, behaviour change is usually associated with long-term, multiple-intervention campaigns rather than with one-time communication only programs.

### Interactive Digital Media Channels

- Interactive digital media channels (e.g., Internet Web sites, newsgroups, CD-ROMs) are an evolving phenomenon and are useful channels that should have even greater reach in the future. These media allow communicators to deliver highly tailored messages to and receive feedback from the intended audience. These channels are capable of producing both mass communication and interpersonal interaction.

#### Internet and Multimedia Channels

**CD-ROMs**—Computer disks that can contain an enormous amount of information, including sound and video clips and interactive devices.

**Electronic mail (e-mail)**—A technology that allows users to send and receive messages to one or more individuals on a computer via the Internet.

**Intranets**—Electronic information sources with limited access (e.g., Web sites available only to members of an organization or employees of a company). Intranets can be used to send an online newsletter with instant distribution or provide instant messages or links to sources of information within an organization.

**Web sites**—Documents on the World Wide Web that provide information from an organization (or individual) and provide links to other sources of Internet information. Web sites give users access to text, graphics, sound, video, and databases. A Web site can consist of one Web page or thousands of Web pages. Many

health-related organizations have their own Web sites.

To improve quality, health reform Web site should disclose the following information:

- The identity of the developers of the site and relevant stakeholders, how to contact them, and information about any potential conflicts of interest or biases;
- The explicit purpose of the site;
- The original sources of the content on the site;
- How the privacy and confidentiality of any personal information collected from users is protected;
- How the site is evaluated;
- How content is updated.

**Access.** The average computer user is affluent and well educated. Although access to this medium is increasing, it is definitely not universal; television and radio are better choices to reach a larger intended audience.

Taking in consideration above mentioned the following external communication (mass media) channels are recommended to be used:

- ▲ TV
- ▲ Print Media
- ▲ Publications
- ▲ Leaflets
- ▲ Advertising in the public transportation means
- ▲ Radio
- ▲ Internet
- ▲ Billboards

Communication Channels and Activities: Pros and Cons			
Type of Channel	Activities	Pros	Cons
<b>Interpersonal Channels</b>	<ul style="list-style-type: none"> <li>• Hotline counselling</li> <li>• Patient counselling</li> <li>• Instruction</li> <li>• Informal discussion</li> </ul>	<ul style="list-style-type: none"> <li>• Can be credible</li> <li>• Permit two-way discussion</li> <li>• Can be motivational, influential, supportive</li> <li>• Most effective for teaching and helping/caring</li> </ul>	<ul style="list-style-type: none"> <li>• Can be expensive</li> <li>• Can be time-consuming</li> <li>• Can have limited intended audience reach</li> <li>• Can be difficult to link into interpersonal channels; sources need to be convinced and taught about the message themselves</li> </ul>
<b>Organizational and Community Channels</b>	<ul style="list-style-type: none"> <li>• Organizational meetings and conferences</li> <li>• Workplace campaigns</li> </ul>	<ul style="list-style-type: none"> <li>• May be familiar, trusted, and influential</li> <li>• May provide more motivation/support than media alone</li> <li>• Can sometimes be inexpensive</li> <li>• Can offer shared experiences</li> <li>• Can reach larger intended audience in one place</li> </ul>	<ul style="list-style-type: none"> <li>• Can be costly, time consuming to establish</li> <li>• May not provide personalized attention</li> <li>• Organizational constraints may require message approval</li> <li>• May lose control of message if adapted to fit organizational needs</li> </ul>
<b>Mass Media Channels</b> <i>Newspapers</i>	<ul style="list-style-type: none"> <li>• Ads</li> <li>• Inserted sections on a health topic (paid)</li> <li>• News</li> <li>• Feature stories</li> <li>• Letters to the editor</li> <li>• Op/ed pieces</li> </ul>	<ul style="list-style-type: none"> <li>• Can reach broad intended audiences rapidly</li> <li>• Can convey health news/breakthroughs more thoroughly than TV or radio and faster than magazines</li> <li>• Intended audience has chance to clip,</li> </ul>	<ul style="list-style-type: none"> <li>• Coverage demands a newsworthy item</li> <li>• Larger circulation papers may take only paid ads and inserts</li> <li>• Exposure usually limited to one day</li> <li>• Article placement requires contacts and may be time-</li> </ul>

		reread, contemplate, and pass along material	consuming
<i>Radio</i>	<ul style="list-style-type: none"> <li>• Ads (paid or public service placement)</li> <li>• News</li> <li>• Public affairs/talk shows</li> <li>• Entertainment education</li> </ul>	<ul style="list-style-type: none"> <li>• Range of formats available to intended audiences with known listening preferences</li> <li>• Opportunity for direct intended audience involvement (through call-in shows)</li> <li>• Can distribute ad scripts (termed "live-copy ads"), which are flexible and inexpensive</li> <li>• Paid ads or specific programming can reach intended audience when they are most receptive</li> <li>• Paid ads can be relatively inexpensive</li> <li>• Ad production costs are low relative to TV</li> <li>• Ads allow message and its execution to be controlled</li> </ul>	<ul style="list-style-type: none"> <li>• Reaches smaller intended audiences than TV</li> <li>• Public service ads run infrequently and at low listening times</li> <li>• Many stations have limited formats that may not be conducive to health messages</li> <li>• Difficult for intended audiences to retain or pass on material</li> </ul>
<i>Television</i>	<ul style="list-style-type: none"> <li>• Ads (paid or public service placement)</li> <li>• News</li> <li>• Public affairs/talk shows</li> <li>• Dramatic programming (entertainment</li> </ul>	<ul style="list-style-type: none"> <li>• Reaches potentially the largest and widest range of intended audiences</li> <li>• Visual combined with audio good for emotional appeals and demonstrating behaviours</li> <li>• Can reach low</li> </ul>	<ul style="list-style-type: none"> <li>• Ads are expensive to produce</li> <li>• Paid advertising is expensive</li> <li>• Message may be obscured by commercial clutter</li> <li>• Some stations reach very small intended audiences</li> <li>• Promotion can result in huge demand</li> </ul>

	education)	<p>income intended audiences</p> <ul style="list-style-type: none"> <li>• Paid ads or specific programming can reach intended audience when most receptive</li> <li>• Ads allow message and its execution to be controlled</li> <li>• Opportunity for direct intended audience involvement (through call-in shows)</li> </ul>	<ul style="list-style-type: none"> <li>• Can be difficult for intended audiences to retain or pass on material</li> </ul>
<i>Internet</i>	<ul style="list-style-type: none"> <li>• Web sites</li> <li>• E-mail mailing lists</li> <li>• Chat rooms</li> <li>• Newsgroups</li> <li>• Ads (paid or public service placement)</li> </ul>	<ul style="list-style-type: none"> <li>• Can reach large numbers of people rapidly</li> <li>• Can instantaneously update and disseminate information</li> <li>• Can control information provided</li> <li>• Can tailor information specifically for intended audiences</li> <li>• Can be interactive</li> <li>• Can provide health information in a graphically appealing way</li> <li>• Can combine the audio/visual benefits of TV or radio with the self-paced benefits of print media</li> <li>• Can use banner ads to direct intended audience to your program's Web site</li> </ul>	<ul style="list-style-type: none"> <li>• Can be expensive</li> <li>• Many intended audiences do not have access to Internet</li> <li>• Intended audience must be proactive--must search or sign up for information</li> <li>• Newsgroups and chat rooms may require monitoring</li> <li>• Can require maintenance over time</li> </ul>

## Weigh Pros and Cons

As illustrated in the table Communication Channels and Activities: Pros and Cons, each type of channel—and activity used within that channel—has benefits and drawbacks. Weigh the pros and cons by considering the following factors:

- Intended audiences you want to reach:
  - Will the channel and activity reach and influence the intended audiences (e.g., individuals, informal social groups, organizations, society)?
  - Are the channel and activity acceptable to and trusted by the intended audiences, and can they influence attitudes?
- Your message:
  - Is the channel appropriate for conveying information at the desired level of simplicity or complexity?
  - If skills need to be modelled, can the channel model and demonstrate specific behaviours?
- Channel reach:
  - How many people will be exposed to the message?
  - Can the channel meet intended audience interaction needs?
  - Can the channel allow the intended audience to control the pace of information delivery?
- Cost and accessibility:
  - Does your program have the resources to use the channel and the activity?
- Activities and materials:
  - Is the channel appropriate for the activity or material you plan to produce? (Decisions about activities and channels are interrelated and should be made in tandem)
  - Will the channel and activity reinforce messages and activities you plan through other routes to increase overall exposure among the intended audiences?

## RECOMMENDATIONS

### Best Choice: Using Multiple Channels to Reach Intended Audiences

Using several different channels increases the likelihood of reaching more of the intended audiences. It also can increase repetition of the message, improving the chance that intended audiences will be exposed to it often enough to absorb and act upon it. For these reasons, a combination of channels has been found most effective in producing desired results, including behavior change.

#### 1.2. List of relevant Media;

##### 1.2.1. Print Media

- ✓ Vest
- ✓ Vreme
- ✓ Dnevnik
- ✓ Utrinski vesnik
- ✓ Vecer
- ✓ Fakti
- ✓ Koha Ditore
- ✓ Lajme

##### Specialized Magazine:

- ✓ Life Magazine
- ✓ 24 hours - Health
- ✓ Vox Medici

## 1.2.2. Electronic Media

### National TV

Public Broadcasting Service

✓ MTV

### Private TV stations with national coverage

✓ A1

✓ Sitel

✓ Kanal 5

✓ Telma

✓ Alsat - M

### National Radio Stations

Public Broadcasting Service

✓ Macedonian Radio

### Private radio stations with national coverage

✓ Antena 5

✓ Kanal 77

✓ Radio Ros

### Local TV

✓ Sky Net

✓ MTM

✓ Sutel

✓ BTR

✓ ERA

✓ FIDO PLUS (Network of several local TV stations)

### **Local Radio Stations:**

- ✓ Life Radio
- ✓ City Radio
- ✓ Buba Mara
- ✓ Fortuna Radio

It is recommended to use research on viewing and listening of TV and Radio programs conducted by relevant marketing research agency.

## **2. SCOPE OF PLANNED PRC ACTIVITIES**

### **General Remarks**

The public awareness related to the health sector reform in Macedonia is currently not sufficient. Properly prepared and timely disseminated information is crucial to its perceived success. In addition, with the adoption of the respective strategies and legislative bills by the Macedonian Government and/or Parliament and their subsequent implementation, the need for systematic proactive public information efforts will greatly intensify. Therefore a technical assistance is required to support MOH to attain the objectives set in Public Relation and Communication programme. Technical assistance (PR Advisor and PRCS implementation staff) will be provided through the first Component (Policy Formulation and Implementation), second Sub-component (Public Relations and Communication) of the Health Sector Management Project.

The Project will assist MOH in setting up the PRC staffing structure and define terms of reference of the staff in the public relations department and/or sector to be formed for this purpose. The experienced and trained human resources for PRC are the key precondition for satisfactory performance of public relations function within the Ministry of Health and are the key factor for the strengthening of health reform related PRC activities.

## 2.1. Planned Tasks and expected achievements

- design;
- planning;
- co-ordination; and
- implementation

of all media/communication activities concerning the health system reform in Macedonia.

The PRC implementation is expected to be ongoing throughout the whole duration of the HSMP unless an expected delivery dates are determined in the annual and quarterly communication plans.

In addition to the ongoing MOH & PCU activities related to day-to-day communication on health reform implementation and expected gain from continuous PR advisory support to be obtained in the next period, the PRCS will be mainly implemented through the following activities:

### ***Task 1. Background research into the key issues related to the health sector in Macedonia***

Continuous review of the relevant documents on the Macedonian Government's and MOH health sector strategies, the results of the December 2006 public opinion survey, the relevant documents related to the bank-supported project, including the supervision mission Aide-Memoires, the Project Operation Manual and the Project Appraisal Document. Detailed workplan will follow directions set in the HSMP PRCS.

### **Task 2. Preparing of a detailed Annual Communication Plan (ACP) for the PRC**

Design detailed Annual Communication Plans in support of the health reform in Macedonia for the period 2007-2008. Allocate the available budget under Provisional Sum - Cost of Media for the outsourced campaign activities. This sum excludes the cost of workshops/seminars, press conferences, etc., which will be financed by the project. The ACP should define the main *categories* of activities

that would need to be undertaken during its implementation. The ACP should make a distinction between one-off deliverables and those tasks that would need to be performed on an on-going basis. **[Milestone 1]**

The ACP will cover the whole period of project duration; however, it should be reviewed, adjusted and approved by the MOH and PCU responsible staff. The approved ACP will form the basis for the Quarterly Work Plans preparation (see Task 3)

**a) Media Relations**

Develop a comprehensive media relations program aiming at an increased level of an informed debate about the subsequent stages of the health sector reform implementation in the electronic and printed media and establish effectively functioning media relations. Prepare press releases, press statements, answers and other documents for the media and organize press events e.g. press conferences, press clubs etc. upon need during the period of the project.

**b) Daily media monitoring and analysis, including detailed backwards media analysis**

***Backwards media analysis***

Review recent (from January 2007) media coverage of Macedonia's health sector in the printed and electronic media, identify prevailing tendencies and produce a written report.

**Daily media monitoring and analysis**

Carry out daily media monitoring of the health sector-related coverage in at least 5 leading newspapers and journals (including professional journals) and in electronic media, and produce daily written reports containing newspaper clippings and an analysis of the media coverage. The titles and the exact number of the newspapers and journals to be monitored will be defined by PRC responsible staff.

**c) Development of a communication manual including crisis communication plan**

Produce a brief internal guidance manual for the health sector officials on the do's and don'ts of public communication efforts and design also a short and clear crisis management plan. The technical assistance employed within the HSMP will advise in the case of need on the steps it deems necessary and oversee its prompt implementation. **[Milestone 2]**

**d) Day-to-day support to the Client in communicating the reform issues**

The PCU and the MOH will gain from the continuous PR advisory and other technical support during the HSMP duration, aiming to establish adequate and timely communication of health reform issues.

**e) Workshops and training**

Media trainings will be organized for the key officials designated to comment publicly on the health sector reform. As the need arise the Journalists' Study Tour and other training / clubs for the journalists will be organized. The timing and location for these activities will be identified in the next period in coordination with the PR Advisor.

The relevant MOH and PCU staff will be assisted by experienced PR consultants in planning and managing press conferences at key points during HSMP implementation. These will be planned and implemented in accordance with the Quarterly Work Plan to be defined by PRC consultants in consultation with the assigned MOH and PCU staff;

**f) Media space/time purchase and production of printed materials**

Adequate media space/time for publication/dissemination of information will be purchased through the PR consulting agency (under the Implementation activity, Task 4). For this purpose supporting materials and documentation necessary for publishing information on the health care reform in the selected media will be prepared by PR experts. Based on health reform priority issues, needed printed materials will be defined and produced, and ensure their production. These will

be planned and implemented in accordance with the approved ACP and Consultant's Quarterly Work Plan and adequate assistance will be seek for the realization of planned activities;

### **Task 3. Preparation and Submission of Quarterly Work Plans (WP)**

The PR Consultants engaged within the Project in coordination with relevant MOH/PCU PR staff will create a WP for each Quarter based on the general CP and approved Annual Communication Plans, covering all the activities outlined above, with a detailed explanation of the proposed actions and deliverables (such as press conferences, seminars, information materials, etc.) their time schedule and costs - target groups, developing messages for the selected target groups, designing and producing information materials which will address the information needs of the relevant target groups, as well as developing of a dissemination strategy. If adequate technical assistance is immediately provided, the first WP will cover the remaining period in the first quarter of calendar year 2007. Thereafter, the WPs will be delivered at the start of each quarter.

Based on the approved Annual Communication Plan and external factors the Quarterly Work Plans will be firmed up and used as a basis for detailed planning of activities and shall form the basis for quarterly payments. Having in mind above said, a tentative timetable for preparation of the WPs by PR consultants and submission to the MOH/PCU is indicated below:

WP1 - 1 month after Contract Effectiveness for PR consultants engaged within the Project, for the remaining period of the first quareter of 2007.

#### **Year 2007:**

WP2 - 01. April 2007, WP3 - 01. July 2007, WP4 - 01. October 2007;

#### **Year 2008:**

WP5 - 03. January 2008, WP6 - 04. April 2008, WP7 - 04. July 2008, WP8 - 03. October 2008;

#### **Task 4. Implementation of the designed Annual Communication Plan and Quarterly Work Plans**

Communication activities will be executed as agreed by the Consultant and PCU/MOH on the basis of the approved Annual Communication Plan and the agreed QWPs. The Consultants will be responsible for the implementation of a mix of the communication activities to achieve the communication goals of the ACP will be evaluated and adjusted every quarter by means of the Quarterly Work Plans or when necessary during the Contract (e.g. if any additional public opinion research reveals any important information to take into account).

A Provisional Sum - Cost of Media has been allocated within HSMP Component 1, Subcomponent 2 for outsourcing that is procurement of: *inter alia* mass media time and space and/or printing of campaign brochures and leaflets that will support planned PR activities in the years 2007 and 2008.

The agreed PR items (mass media and space and/or printing of campaign brochure) will be procured in accordance with appropriate procurement guidelines of the Bank (Procurement under IBRD Loans and IDA Credits, January 1995 revised January and August 1996, September 1997, and January 1999) and rules using standard procedures and documents.

All contracts outsourced shall have the prior written approval of the PCU/MOH. Payment for these services shall be made in the form of Reimbursable under the Provisional Sum-Cost of Media paid directly under contracts and shall be made upon preparation and submission of relevant paperwork indicating proof of the expenditures incurred.

### **3. MAKING ADJUSTMENTS**

Based on previous experience it is known fact that the implementation stage will not always proceed as expected. Materials may be delayed at the printer, a major news story may preempt your publicity (or focus additional attention on your issue), or a new priority may delay community participation. A periodic review of planned tasks

and time schedules will help PCU/MOH to revise any plans that might be affected by unexpected events or delays. There is nothing wrong with altering plans to fit a changed situation. In fact, responsible PR staff must be willing to be flexible in order to avoid any risk of damaging chances of success.

#### **4. MANAGING IMPLEMENTATION: MONITORING AND PROBLEM SOLVING**

Managing a health communication program is much like managing any other project. Key activities include monitoring activities, staff, and budget; problem solving; process evaluation; measuring intended public satisfaction; and revising plans and operations.

Therefore, HSMP communication plan will indicate how and when resources will be needed, when specific events will occur, and at what points the efforts will be assessed. Once implementation is under way, however, contingencies may arise. In this regard, the responsible PR staff from PCU/MOH will periodically, assess whether:

- Activities are being completed at scheduled times
- Intended audiences are being reached
- Certain activities or materials are more successful than others
- Certain aspects of the program need to be altered or eliminated
- Expenditures are within budget

By following above steps the problems that appear will be often corrected quickly if they are identified as they arise. For example, if PCU/MOH asked the public to call for more information, a simple form (electronic or manual) should be developed and made available to telephone operators in order to be able to record the questions asked and the answers given. Frequently review responses to identify inquiry patterns, to be sure that correct or adequate information is being given, and to find out whether more or different information may be needed.

## 5. PROCESS EVALUATION

The process evaluation will take place during PR campaign implementation to monitor the functioning of program components. It will include assessment of whether messages are being delivered appropriately, effectively, and efficiently; whether materials are being distributed to the right people and in the right quantities; whether the intended program activities are occurring; and other measures of how well the program is working. Since a comprehensive technical assistance is envisaged to support PCU/MOH in the PRCS implementation, the process evaluation will be mainly used to track the following:

- The functioning and quality of program
- Partner/coalition involvement
- The effectiveness of publicity, promotion, and other outreach efforts
- Media response
- intended audience participation, inquiries, and other responses
- Adherence to schedule
- Expenditures and adherence to budget
- Activities will be focused on measuring performance of PR support staff:
  - Are seasoned professionals doing the creative and managerial work?
  - Are they devoting enough time and money to the HSMP project?
  - Are deadlines being met?
  - Are performance and deliverables in keeping with the ACP and QCP?
  - Are the expenses reasonable for the work performed?
  - Are there problems in the relationship?

In second half of 2008 a follow up Opinion Pool will be implemented to analyse public opinion on health sector reform implementation, thus indirectly assessing the impact of performed PR activities.

**PRISTOPMK**