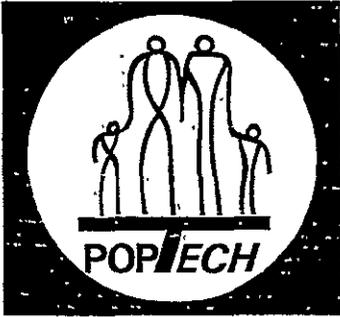


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Population Technical Assistance Project

FINAL EVALUATION OF THE
INFORMATION, EDUCATION, AND
COMMUNICATION SUBPROJECT OF
THE EGYPT POPULATION/FAMILY
PLANNING II PROJECT

(No. 263-0144)

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**FINAL EVALUATION OF THE
INFORMATION, EDUCATION, AND
COMMUNICATION SUBPROJECT OF
THE EGYPT POPULATION/FAMILY
PLANNING II PROJECT
(No. 263-0144)**

by

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Fieldwork
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Glossary

A.I.D.	Agency for International Development (Washington)
CAPMAS	Central Agency for Public Mobilization and Statistics
CDC	Cairo Demographic Center
COC	Coptic Orthodox Church
CPR	contraceptive prevalence rate
CSI	Clinical Services Improvement Project
DHS	Demographic and Health Survey
EFPA	Egyptian Family Planning Association
EMS	Egyptian Male Survey
FP	family planning
GOE	government of Egypt
IEC	information, education, and communication
ITRFP	Institute for Training and Research in Family Planning
IUD	intrauterine device
KAP	knowledge, attitudes, and practice
LE	Egyptian pound (unit of currency)
LIC	local information center (SIS local office)
MOH	Ministry of Health
MOI	Ministry of Information
MOSA	Ministry of Social Affairs
NPC	National Population Council
PAPCHILD	Pan-Arab Project for Child Development
PCS	Population Communication Services (project)
PIL	project implementation letter
POPTECH	Population Technical Assistance Project
PVO	private voluntary organization
SIS	State Information Service
SOMARC	Social Marketing for Change (project)
SPSS	Statistical Package for Social Science
TFR	total fertility rate
TOT	training of trainers
USAID	United States Agency for International Development (mission)

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The work of the evaluation team was facilitated by the advice and cooperation of all of the people it encountered throughout Egypt at the national and field levels, including the men and women who participated in the focus groups and the religious leaders who responded to questionnaires. Special thanks are due to the staff of the USAID/Cairo Office of Population, particularly Dr. Tawhida Hamid Khalil, the team's immediate supervisor, and to the SIS/IEC Center director, Dr. Saoussen El Bakli, and all her staff in the central and regional offices. The team also thanks its logistics coordinator, Miss Hanady Salem, for her invaluable support throughout the assignment.



POPTECH'S REPORT-AT-A-GLANCE SERIES

Final Evaluation of the Information, Education, and Communication Subproject of the Egypt Population/Family Planning II Project (Project No. 263-0144) (1989-1993)

SUMMARY

The Information, Education, and Communication (IEC) subproject has been implemented by the Ministry of Information's State Information Service (SIS) through its IEC Center and 58 local information centers (LIC). SIS has made major efforts to implement the recommendations of A.I.D. evaluations and assessments and to achieve the subproject purpose of increasing family planning knowledge and contraceptive awareness and practice through the mass media and interpersonal communication. It has demonstrated that it has a comparative advantage as an IEC family planning implementing agency in three areas: reaching rural women through television; reaching rural men through interpersonal communication activities; and using its extensive network of local influential and religious leaders. One of SIS' major strengths is its sound base of professional and committed staff at both the central and local levels as well as its willingness to respond to recommendations and to innovate. It has demonstrated that it is able to both implement and use surveys and research. In order to increase its efficiency in reducing the family planning acceptance-practice gap, SIS needs to place greater emphasis on rural Upper Egypt where contraceptive rates remain low; base its television productions on formative field research in order to effectively reach the target audiences; develop a field-based planning process for its local activities; and improve the methods and materials used in its interpersonal communication activities. SIS is also in a prime position for developing inter-agency coordination at both the national and local levels.

FACTORS AFFECTING PROJECT PERFORMANCE

Facilitating Factors

- The SIS/IEC Center has developed strong functional linkages with the television union.
- The SIS/IEC Center is the leading agency in family planning television and radio production in Egypt.
- LICs have developed an extensive network of local influentials who play a vital role in the organization and implementation of interpersonal communication activities, a central aspect of communication in rural Egypt.
- SIS has a core of professionally competent and devoted staff in its IEC Center and LICs. These staff have a clear vision of their mission and are willing to innovate to achieve better results.

Constraints

- Program planning is centrally driven. As a result, LIC interpersonal communication activities are based on a standard format rather than on local needs/specificities.
- There is a lack of inter-agency coordination of IEC family planning activities at all levels, but particularly at the central level.
- There is a strong focus on macro-level (population growth) issues which have no real meaning for village people and which have no impact on bridging the family planning acceptance-practice gap.
- LIC resource persons used to facilitate workshops and mass meetings are not trained to make presentations and are not provided with suitable aids (e.g., wall charts).

LESSONS LEARNED

- It is more cost effective to pass family planning messages through short, well-targeted spots than through multi-episode series. Focus group surveys indicate that rural women retain short, specific messages.
- Television spots that are placed in a rural setting and that show everyday rural situations are the most effective in reaching rural women.
- Media messages targeting rural and poor urban men and women need to be linked to the daily reality of these groups, who find it difficult to relate to national issues.
- Television spots cannot effectively achieve their objectives unless pre-production research is undertaken with the target to identify the most appropriate themes for passing on messages and to test alternative scenarios/images before going into production.
- In order for interpersonal communication activities to effectively address local problems, local workplans need to be developed in the field by the local offices themselves through a "diagnostic" process involving all of the local actors and agencies.
- Central office staff can only address local office program needs if they are in regular contact with the field through visits and field-based technical assistance.
- In order for workshops for local influentials to achieve maximum efficiency they must be designed to meet the needs of participants who work with specific target groups - e.g., religious leaders/rural men; female social workers/rural women; teachers/high school students; and male youth leaders/male youth.
- When several local office staff are actively involved in IEC family planning activities, it is important that they be trained side by side in major skill areas in order to use the same approaches and pass on the same messages.
- Local activities are much more effective and the coverage much broader when implemented in close conjunction with other implementing agencies.

Source: Final Evaluation of the IEC Subproject of the Egypt Population/Family Planning II Project by E. Bennour, L. Werner, Z. Yassin. 1993. POPTECH Report No. 92-187-153.

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Executive Summary

Introduction

The Information, Education, and Communication (IEC) subproject under the Population/Family Planning II project (1989-93) has been implemented by the Egyptian Ministry of Information's State Information Service (SIS) through its IEC Center. Under the current grant, SIS/IEC implements mass media and interpersonal communication activities whose aim is to promote contraceptive use by focusing on issues such as the advantages, proper use, and side effects of contraceptives, and by combating misinformation and rumors.

Major Findings and Conclusions

The SIS/IEC Center and local information centers (LIC) have worked consistently to implement the recommendations of previous assessments and to achieve subproject objectives. SIS has demonstrated special skills in reaching illiterate rural women through television, and rural men through interpersonal communication activities, particularly through mass meetings and by enlisting the support of local religious leaders and influentials. SIS's strong links with the television union, its network of 58 LICs around the country, its strong grassroots ties, and the LICs' excellent links with their local environment have all given SIS a comparative advantage over other agencies in implementing these activities.

In 1992, the Minia LIC and local National Population Council (NPC) office launched a series of family planning weeks in Minia governorate with ongoing technical assistance from the Population Communication Services project. During each family planning week all agencies involved in family planning participated in intensive IEC campaigns, using interpersonal communication methods. This Minia Initiative has demonstrated that, given adequate resources and technical support, LICs are capable of effectively reaching specific target groups and remote settlements through coordinated efforts with other implementing agencies by using standard SIS approaches as well as by adapting and capitalizing on local cultural traditions and resources.

There are a number of organizational and program issues that SIS needs to address under the upcoming Population/Family Planning III project in order to enhance the impact of its activities even further. First, local workplans are developed based on a standard formula rather than being developed by the LICs themselves based on local needs assessments. This practice ratifies and further encourages the use of standard programs for meetings and workshops, which are not designed to address the needs of specific target groups. Furthermore, aside from occasional unannounced spot checks by central office staff, the present system provides no ongoing field-based means of guaranteeing the quality of meetings and workshops in terms of either content or facilitation/teaching methods. In addition, local activities are considerably hampered by the fact that direct spending for interpersonal communication activities is substantially less than the amount spent on television, radio, and press.

SIS television productions are developed based on the findings of national surveys as well as on general impressions gleaned at the national level. As yet, no formative research has been conducted in the early design stages to define message content, settings, etc., and no pre-production testing is performed. The first testing of materials occurs after the working copy has been completed. As a

result, messages are sometimes confused and themes (overpopulation, inability to cope) inappropriate or even counter-productive.

The focus group discussions during the evaluation field visits indicated that, although women enjoy watching dramatic series and have a good recollection of the *And The Nile Flows On* series and its messages, they equally appreciate the shorter spots (particularly *Doctor's Diary*) which proved to be much more efficient in passing on messages designed to narrow the family planning acceptance-practice gap. Rural women particularly appreciate television productions placed in a rural setting showing the problems of everyday life of ordinary villagers.

Field research findings indicate that there is still extensive misunderstanding and misuse of family planning methods resulting in high dropout rates and unplanned pregnancies. There is a general concern among both women and men for women's health: women are convinced of the health benefits of birth spacing but are afraid of the possible side effects of contraceptives.

Interpersonal communication is an essential channel for reaching rural men and LICs are masters in the art of getting large numbers of people together. However, more participatory, interactive approaches need to be used to effect behavioral change in men, focusing on issues of everyday concern rather than on distant national issues. Men are generally aware of family planning methods and, to a considerable extent, are not opposed to their use. Traditional beliefs act as a barrier to practice, however. Special strategies need to be developed to address this issue and circumvent the barriers.

Finally, there is a widespread lack of print materials (posters and brochures) in the regions, particularly materials accessible to illiterates. Materials do exist in Ministry of Health (MOH) central (and possibly regional) stores but are distributed neither to MOH centers nor to other agencies. The issue of print materials along with the coordination of IEC activities on both the national and regional levels needs to be addressed in order to serve program needs more efficiently, pool resources and competencies, and develop appropriate strategies.

Major Recommendations for the Follow-On Project*

Media Activities

1. SIS should continue to reach target groups in areas where contraceptive practice is lowest through mass media productions, particularly television and radio, with a particular focus on the production of short television spots aimed at promoting correct contraceptive use among illiterate rural women, rather than multi-episode series which have considerably reduced cost benefits.
- All television and radio productions should be developed based on field research to identify the issues and concerns of the target groups as well as the most appropriate settings and vehicles for passing on the messages; and the resulting scenarios/storyboards should be field tested before proceeding to the production stage.

*This is a summary of the major recommendations covering the various program areas/issues. Some of these recommendations are specified in greater detail in the relevant sections of the report.

- SIS should continue to insert family planning themes in ongoing television and radio programs using the most appropriate message vehicles (e.g., women's health). The choice of programs should be based on field research of viewing and listening preferences and the most popular and suitable programs selected (e.g., *Housewives* on the radio).
- 2. SIS should abandon the national, macro-level population growth and environment message in its IEC/family planning activities (both mass media and interpersonal communication) in favor of themes which are more closely related to the perceptual capacities and concerns of the target groups. A general concern for women's health seems to be an appropriate vehicle for developing arguments in favor of birth spacing, although this needs to be confirmed by field research.
- SIS should leave the responsibility for messages on national population policy issues to the NPC since these are aimed at a different target population (policy makers, government officials, intellectuals, etc.) from those addressed by SIS and require different communication approaches. NPC is already catering to this target group through its RAPID** presentations, video materials, brochures on population and environment, etc., and should continue along the same lines. Mass media interventions are neither necessary nor cost effective for this target group.
- 3. The SIS/IEC Center should obtain and distribute a suitable and adequate range of feature films for use by LICs in mass meetings.
- 4. SIS should develop, produce, and distribute print materials (posters, brochures) for illiterate and semi-literate women and men. This would involve the reprinting of existing materials already available with other agencies, such as the MOH set of method-specific posters and brochures for illiterate women as well as the production of new materials developed in close conjunction with the service-providing agencies.
- 5. SIS should continue its press-related activities but should focus on readers in the target governorates through articles/insertions of local interest.

Local Activities

- 6. LICs should be made responsible for developing their own annual and quarterly workplans based on local needs assessments/diagnostics conducted in conjunction with their local partners. These plans should state the support required from the SIS/IEC Center and should be agreed upon with the latter in workshop-type meetings in which all of the central technical staff are present.
- SIS/IEC Center technical departments should develop an action plan to support the regional workplans.

**The RAPID presentation developed by the Resources for Awareness of Population Impacts on Development project is an interactive computer simulation model which uses colorful graphics generated on a large screen to show population and development relationships.

The implementation of this recommendation will require training for regional and central staff in needs assessment, and planning/ programming and possibly for central staff in acting as a resource pool for LICs.

7. The SIS/IEC Center and LICs should work together to identify, design and develop local audiovisual materials.
8. The lessons of the Minia Initiative should be developed and built upon through the select village approach to include all governorates but with special emphasis on Upper Egypt. Selected village action plans should be developed by the LICs themselves in conjunction with their local partners and activities designed based on a village-level assessment involving the target population.
9. LICs should continue their workshops for local male influentials and religious leaders but they should be enhanced by
 - a) the development of workshop modules for local leaders based upon specific objectives for various categories of leaders (e.g. religious leaders, social workers, youth leaders, etc.) rather than basing them on the current standard workshop design;
 - b) the development of a resource pool of competent speakers selected after participation in training of trainers (TOT) workshops and on-the-job evaluations; and
 - c) the use of appropriate teaching aids such as wall charts, flip charts, models, etc.
10. Workshops for women influentials should be designed to provide them with family planning counseling skills in order to equip them for making an efficient contribution to bridging the gap between acceptance and sustained practice.
11. LICs should continue to organize mass meetings and activities targeting men using more indirect approaches such as discussions around feature films, local theater groups, *zagal* (folk music/poetry), etc., as opposed to long lectures.
12. LICs should develop alternative strategies for enlisting the support of men and promoting a husband/wife dialogue on family planning. These strategies should be developed based on local assessments and might include approaches such as developing village-level male communicators.

Inter-Agency Coordination

13. SIS should organize a semi-annual national IEC/family planning meeting (attended by all family planning service and message providing agencies) starting as soon as possible in order to share its past activities and future plans with its counterparts. This meeting will need to be very carefully designed and facilitated in order to succinctly present SIS activities in an attractive manner and to avoid lengthy presentations. In this way SIS will take the initiative to promote information

exchange and coordination, as well as the sharing of materials. These meetings might lead to the development of an informal IEC working group to coordinate the development, production, and shared distribution of television, video/film, radio, and print materials. Attendees should have appropriate IEC skills and responsibilities within their respective agencies.

14. LICs should take the lead in initiating governorate-level coordination groups to analyze, discuss, and assess local issues and problems and develop joint strategies to address them. The work of these groups would be substantially different from that of local NPC offices and would contribute to the efficiency of the latter. These coordination group meetings (which would in all events be a natural output of the implementation of recommendations 6 and 8) will probably require some initial facilitation.

1. Introduction

1.1 Background

The major role of the Information, Education, and Communication (IEC) Center of the Egyptian State Information Service (SIS) is to inform the public on population issues and family planning. It complements the work of other health and family planning organizations with the prime objective of increasing contraceptive use in order to space or limit births and thereby improve maternal and child health in Egypt. The SIS/IEC program uses both mass media and interpersonal interventions to achieve this objective. In addition to the IEC Center located in Cairo, SIS has IEC family planning officers and staff in its 58 suboffices — local information centers (LIC) — located around the country.

The SIS/IEC Center has been a recipient of USAID grants since 1980. Since 1989 it has received a grant under USAID/Cairo's Population/Family Planning II Project (No. 263-0144). Originally valid until December 1991, this three-year grant has received two extensions and will finally expire in December 1993.

Under the current grant, SIS/IEC implements mass media and interpersonal communication activities whose aim is to promote contraceptive use by focusing on issues such as the advantages, proper use, and side effects of contraceptives, and by combating misinformation and rumors.

Technical assistance has been provided by the Population Communication Services (PCS) project, following on from the Academy for Educational Development. The technical assistance has placed particular emphasis on strengthening the capacities of SIS/IEC Center staff. Field-based technical assistance activities have concentrated mainly on the Minia Initiative (see Section 3.5).

1.2 Purpose of Evaluation

This evaluation was to assess the progress of the IEC subproject under the Population/Family Planning II Project toward meeting its stated outputs and project purpose, to identify significant lessons learned, and to provide baseline data from which to set benchmarks for the follow-on project. The evaluation was also to assess the extent to which subproject activities implemented during the period 1989-1993 have responded to the findings and recommendations of assessments performed in 1982, 1986, and 1989. See Appendix A for the evaluation scope of work.

1.3 Evaluation Methodology

The evaluation methodology consisted of an analysis of existing data; an in-depth review of SIS materials, reports, workplans, etc.; meetings with SIS staff and officials from other agencies at the national level; field visits; and field research.

1.3.1 Analysis of Existing Data

The evaluation capitalized on the availability of numerous recent studies and surveys on family planning knowledge, acceptance, and practice. The most noteworthy of these studies are the 1988

Demographic and Health Survey (DHS), the preliminary results of the 1992 DHS, and the 1991 Egyptian Male Survey (EMS). A full list of the studies used is included in the bibliography (see Annex F).

1.3.2 Review of SIS Materials

The SIS/IEC Center has conducted a wide range of baseline studies and produced a large number of media materials. These materials were analyzed in a systematic form using specifically developed instruments. These instruments are included in Annex C.

1.3.3 Field Visits

Team members visited LICs in Minia, Aswan, Luxor, and Ismailia, where they also met with local National Population Council (NPC) and Ministry of Health (MOH) representatives and visited MOH, Clinical Services Improvement Project (CSI) and Egyptian Family Planning Association (EFPA) service delivery points. A structured interview guide was used for meetings with LIC staff.

1.3.4 Field Research

The team complemented and backed up the findings of the recent surveys by holding focus group discussions with men and women and administering questionnaires to religious leaders. The breakdown of the type of research activity by location is given below:

Focus Group Discussions

Governorate	Number of Groups	
	Men	Women
Minia	2	2
Aswan	2	4
Luxor	2	2
Ismailia	1	1
Total	7	9

Questionnaires for Religious Leaders

Governorate	Number of Questionnaires
Minia	3
Aswan	8
Luxor	13
Ismailia	6
Total	30

The purpose of these activities was to obtain a general indication of the impact of SIS activities on three target groups: illiterate, poor women; men; and religious leaders and other influential members of society. The groups were identified and selected by LIC staff and may in no way be considered a representative sample of the target groups. They were a useful source, however, for completing

the picture already obtained of project activities through the review of existing data and SIS materials and provided "rapid assessment" type information which would otherwise have been unavailable.

The focus group guides, questionnaires, and the compilation of results are provided in Annexes D and E.

2. SIS Institutional Capacities as An IEC/FP Implementing Agency

2.1 Introduction

Since its establishment in 1979, the SIS/IEC Center has played Egypt's most important governmental role as producer and disseminator of motivational messages about family planning acceptance. Its institutional home within the Ministry of Information (MOI) gives SIS a unique comparative advantage in reaching Egypt's rural and semi-urban populations, among which are found the priority family planning target groups.

SIS's "organizational culture" in the mass communications field gives it solid and collegial contacts with other mass media elements (the television and radio union; newspapers; journalists' organizations; freelance scriptwriters, poster artists, directors, actors; advertising and consumer research agencies; etc.), whose cooperation is essential for the development and production of appropriate family planning messages and imagery.

Outside of mass media, SIS also has long experience in face-to-face mobilization activities and in social message delivery to the general population (especially men) through targeted meetings and mass rallies. SIS's established network of LICs and their seasoned local staffers have unparalleled personal contacts with governorate- and village-level influentials and opinion leaders.

These are the key strengths of SIS as a family planning message provider to the grassroots. SIS should build upon these strengths in the future as it refines the use of the mass media and expands its inter-personal activities program throughout rural Egypt.

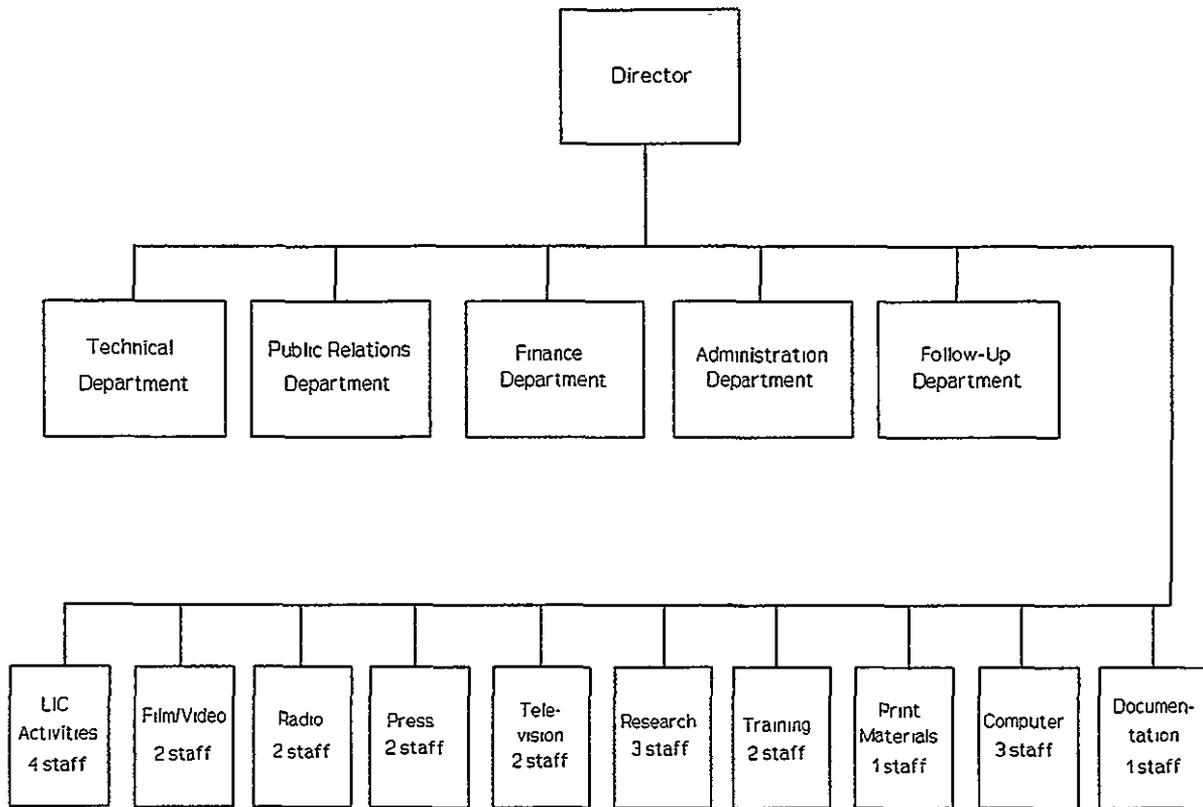
2.2 Organizational and Staff Capacities

2.2.1 SIS/IEC Center

The departmental organization of the SIS/IEC Center is structured along the main outreach channels (television, radio, press, local activities, public relations, cinema/video, print production) and support functions (training, finance, administration, computer, follow-up, inter-agency liaison, documentation, research). The SIS/IEC director has made inter-departmental coordination and information sharing an institutional objective.

Most staff have academic backgrounds and previous work experience in areas relevant to their jobs. Senior staff responsible for mass media have invaluable institutional memory and key personal contacts with colleagues in the television and radio unions and the private sector. The Local Activities Department head has gained essential experience as an LIC family planning officer in two rural governorates. The Research Department head maintains close contacts with other public and private statistics and research agencies (e.g., Central Agency for Public Mobilization and Statistics [CAPMAS], Cairo Demographic Center [CDC], Wafai and Associates, Al-Ahram Research).

Organization Chart



Department staffing levels enable department heads to provide adequate supervision of subordinates. There are ongoing efforts to recruit and train young staffers, whose professional motivation and academic preparation would be the envy of any organization.

Efforts are under way to upgrade office equipment and filing procedures. The new Computer Department and Documentation Center stand out in this regard. The higher quality of SIS narrative and tabular display reporting is apparent in a comparison of the English versions of the 1989 and 1992 quarterly reports. The overall presentation values of SIS public relations and promotional materials have improved considerably in a short time. The Computer Department's data analysis capacity appears limited, however, and its heavy word-processing and graphic-design workload rules out equipment sharing.

The Research Department has recently completed eight baseline studies for the Select Village Project (see Section 3.5) using manual computation. The department would clearly benefit from a research-dedicated computer and staff training in the Statistical Package for Social Science (SPSS); a market research focused computer program.

The Film/Video Department appears to suffer from outdated equipment (e.g., inferior grade videocassette recorders and video monitors, lack of a high-speed dubber or editing system). High-

volume video dubbing and editing is a key support activity for LIC inter-personal activities. The department currently contracts out to expensive private studios for these functions. Turnaround time is a constant problem with these outside services. Bottlenecks at this level have created shortages in all 58 LICs and the many local coordinating agencies which depend on the LIC audiovisual library. The department's poor-quality audiovisual equipment must also be seen in light of the NPC's state-of-the-art video studio which is serving a much more limited target population (policy makers and researchers). The NPC caters to this target group through its RAPID¹ presentations, video materials, brochures on population and environment, etc.

An expanded Documentation Department function might be to collect and computer catalog (by title and subject area -- e.g., early marriage, frequent pregnancy, incorrect method use) all relevant SIS and non-SIS family planning IEC materials produced to date which could be used for workshop presentations, press releases, etc. These materials include press articles, brochures, videocassettes and films, booklets, poems and plays, posters, etc. No complete inventory list or central storage currently exists. A computer-generated family planning materials list could be circulated to LICs and other agencies to inform them of the SIS/IEC Center's complete resources.

Recommendations

1. SIS should examine the Research Department's need for a computer and SPSS training.
2. SIS should examine the Film/Video Department's need for high-grade equipment linked to videocassette dubbing for LICs and the cost benefit of SIS purchasing its own Super Betacam editing system for in-house work.
3. SIS should expand the Documentation Department's function to collect and computer catalog all existing (old and new) family planning IEC materials.

2.2.2 Local Information Centers

Visits to LICs in Minia, Aswan, Luxor, and Ismailia (4 out of the total 58 LICs) indicated that SIS staffing patterns for family planning activities vary widely. One key problem appears to be an unclear intra-LIC division of family planning responsibilities and decision-making authority. The standard organizational arrangement is that each LIC has one dedicated IEC/FP officer who receives appropriate training and is accountable to the SIS/IEC Center. In addition, SIS has provided training in IEC/FP to the director and deputy director of each LIC in order to provide ongoing support to LIC IEC/FP activities.

The degree of involvement in and the initiative for family planning activities varies considerably from one LIC to another. For example, in the Aswan and Luxor LICs (unlike in the Minia LIC) the family planning officer appears to work closely with and under the guidance of the LIC director, who in turn is responsible for SIS's many other non-family planning duties and message priorities. This

¹The RAPID presentation developed by the Resources for Awareness of Population Impacts on Development project is an interactive computer simulation model which uses colorful graphics generated on a large screen to show population and development relationships.

could have a negative impact on both the amount of attention paid to family planning activities and their efficiency.

Some LICs that have larger staffs and that serve as regional SIS headquarters, such as Ismailia (where the LIC is based in the Nile Center), seem to have an even more complicated division of family planning duties. Family planning work in these LICs is shared between many LIC staffers, who may inadvertently blunt the quality of interpersonal activities. Good IEC skills can only be acquired through training and practice. Family planning responsibilities should be left primarily in the hands of a properly trained LIC family planning officer; if it is necessary for that person to work closely with the LIC director, it is important that the two be trained side by side in IEC/FP (see Section 2.3.2).

Some discrepancy exists between the levels of monetary compensation for LIC staff and Central Office staff. Attachment 2 of the 1992 workplan states that ". . . almost all LIC activities are carried out beyond regular working hours," while few Central Office staff apparently work beyond standard hours. The 1992 performance-based incentives budget, however, calls for the 45 Central Office staff to receive LE 115,200 (average LE 2,560/person/year) and for LIC staff (roughly 300 with frequent extra hours of family planning duty in 58 LICs or 5 staffers/LIC; i.e., LIC director, family planning officer, audiovisual technician, administrative officer, and driver) to receive LE 66,000 (average LE 220/person/year). Similarly, the incentives budget for the first four months of 1993 averaged to LE 853/Central Office staffers and LE 80/LIC staffers. The SIS/IEC Center director explained that center staffers work full-time in family planning whereas LIC staffers devote approximately eight hours a week to family planning. It also appears that LIC staff receive incentives for other SIS (non-family planning) activities. Nonetheless, this issue requires attention in order to ensure equity and optimum performance.

This apparent inequity must also be considered in light of SIS's stated priority to decentralize and energize LIC activities. In the future, SIS needs to prepare and budget for a more appropriate performance-based incentive plan for its staff from its own resources.

The 1990 evaluation of LIC management (SIS First Quarter Report 1991, Annex D) made several recommendations for improving LIC staffing and management activities. The report's findings are still valid. Key suggestions include the provision of detailed job descriptions for LIC family planning staff, and provision of incentives to increase field-based activities (e.g., village meetings) over LIC-based activities.

Recommendations²

4. SIS should correct the inequity in the incentive pay differential between LIC and SIS/IEC Center staff. One step further would be to fix an LIC-biased budgeting ratio for LIC versus SIS/IEC Center funding (e.g., one and a half to one) or for LIC interpersonal activities versus SIS/IEC Center television/radio/press activities.

5. SIS should adopt a plan for implementing the recommendations of the evaluation of the management of SIS/IEC LIC communications activities performed in 1990 by Wafai and Associates.

²Recommendations are numbered consecutively throughout the report.

2.2.3 SIS/IEC Center-LIC Relations

The SIS/IEC Center demonstrates a high level of concern for LIC needs. This is evidenced by its willingness to make adjustments to centrally initiated workplans based on local opportunities as expressed by LIC staff and its decision to develop and support the implementation of field-based activities such as the Minia Initiative and the Select Village Project which are aimed at increasing the coverage and impact of field-based IEC interventions (see discussion in Section 3.5). At the same time, SIS/IEC Center-LIC relations are still typified by significant central office involvement in defining LIC workplans, output targets, and special activities (e.g., Select Village Project) as well as central office control over LIC budgeting, spending, and resource allocation. LIC workplans are developed by the SIS/IEC center based on the previous year's quantitative performance without any quality measures or systematic assessment of local program needs.

As will be demonstrated in later sections of this report, LICs would address local needs more efficiently and in a more appropriate manner if they developed their own workplans and budgets based on an assessment of local program needs and a realistic judgement of the levels of effort they can expend while still improving the quality of their activities. This would require initial training and assistance for LICs in performing their own needs assessments/diagnostics, workplan preparation, special activity proposals, and budgeting. For example, local video materials might be produced by an audiovisual team from Cairo but be conceived and directed by local staff based on their own proposals. This possibility was already discussed at a recent meeting of LIC officials responsible for the Select Village Project. Again, the detailed workplans for individual select villages should be developed at the village level in close conjunction with the target groups and village influentials.

The planning process links between the SIS/IEC Center and the LICs will be discussed at greater length in Chapter 3.

2.3 Technical Capability in IEC/FP

2.3.1 Mass Media

SIS's extensive contacts and long experience working with television and radio professionals, both in the public and private sectors, give it a central role in mass media family planning message development and program production aimed at the general population. Mass media production requires knowledgeable collaboration with many other technical resources, ranging from consumer research firms to sound recording studios and film production crews to broadcast schedulers. Since no other Egyptian governmental body can duplicate SIS's strengths in this area, this should justify giving SIS prime responsibility for the coordination (if not the implementation) of these activities.

The SIS/IEC Center's media consultant has developed an objective evaluation instrument to assess scripts and scenarios invited from freelance television and radio producers. Relevant department heads evaluate the scripts based on their own priorities and then meet to discuss whether a script should be rejected, rewritten, or accepted. This objective scoring helps to communicate SIS's suggested changes to collaborating producers and scriptwriters and also protects SIS should they question the impartiality of its selection criteria. An objective selection process presumably also holds for all artwork — especially posters — contracted from outsiders.

The give-and-take between the SIS/IEC Center and independent producers/directors often requires delicate handling. This has been especially true in the case of large-scale productions. For example, the production history of *And the Nile Flows On* had so many difficulties (such as debates over artistic, financial, political, and broadcast control) that there probably should not be any pre-production work on a sequel to this series anytime soon.

On the other hand, small-scale work (such as development of spots and single episode dramas and contests) has permitted SIS to exercise greater overall control (including scripting, casting, re-editing based on pre-test results, and broadcast scheduling). This control ensures that family planning messages are more clearly expressed and more closely directed toward target audiences.

Furthermore, family planning message understanding and recall rates are directly tied to viewing (thus broadcast) frequency, and short spots therefore hold the most promise for conveying high-priority messages (e.g., correct method use). Single episode dramas are also more appropriate than long serials for video distribution to LICs for use in interpersonal activities.

The Research Department currently conducts rigorous focus group discussion pre-tests of working copies of spots at sites throughout Egypt. The introduction of field research at such an advanced stage in production, however, means that there is limited leeway in re-shooting material based on pre-test findings once the working copy is completed. (Although focus group discussions during spot post-tests do feed back to the development of new spots.) Pre-production focus group discussions and similar formative research activities are essential in defining concepts, messages, and dramatic vehicles appropriate for key target audiences before expensive scripting, casting, shooting, and editing has begun.

Recommendations

6. SIS should concentrate on spots and single-episode dramas (15-20 minutes) rather than on multi-episode series.

7. SIS should use formative pre-production research to develop target group specific family planning messages and scenarios before production of working copy. Rigorous research of detailed and colored storyboards, scripts, etc., obviously has additional budgetary implications and must be adequately funded.

2.3.2 . Interpersonal Communication

Planning and design of activities. Interpersonal activities are by definition decentralized activities, and SIS's LIC network covering all governorates gives it a good institutional headstart in fully decentralizing this work. The Minia experience, for instance, has proven that a single LIC, if fully funded and equipped, can adequately serve an entire governorate during an intensive campaign (see Section 3.5).

LIC interpersonal communication activities fall within three broad categories: 1) mass meetings open to the general public and discussion meetings for specific groups (e.g., youth clubs, girls' high schools, mosques); 2) workshops for local leaders and influentials; and 3) "enter-educate"³ activities.

As discussed in Section 2.2.3, LIC annual and quarterly workplans are to a considerable degree developed, distributed, and monitored by SIS/IEC Center staff based on the previous year's quantitative performance levels, although LIC modifications and additions are encouraged within the standard framework. At no point in the system — either centrally or locally — do SIS staff go through a strategic planning exercise that employs formative research to identify the local constraints/barriers to family planning practice and develop strategies to address them. All LIC interpersonal communication activities are consequently based on a standard, countrywide formula. Thus, as will be noted in Chapter 3, LIC meetings and workshops use the same approach and pass on the same messages regardless of their target populations: religious leaders, influentials, students, or illiterate men and women. As a result, despite excellent logistical skills, the interpersonal communication activities far from achieve their full impact. Training for LICs in strategic planning would be a major step forward in addressing this issue.

Quality of interpersonal communication activities. The situation described above is exacerbated by the emphasis placed on quantity over quality measures. Special emphasis needs to be placed on enhancing the quality of activities in order to improve their efficiency.

Two main issues need to be raised with regard to the quality of activities: activity content and the quality of speakers' performance. The meeting and workshop content is not developed around specific objectives aimed at achieving a desired behavior or transmitting specific skills, but rather is left to the initiative of individual speakers who are simply instructed to speak on one of three topics — population growth issues, religion, or contraceptive methods. LIC staff and resource persons require training in workshop and meeting design and planning in order to ensure that activities efficiently achieve their stated objectives.

The speakers who are called upon to address meetings and facilitate workshops generally deliver lectures and do not use even simple participatory techniques such as brainstorming or slightly more sophisticated ones such as case studies. Apart from a videocassette on the population problem, no teaching aids are provided other than a chalkboard and chalk. It is necessary for each LIC to provide its pool of resource persons with training of trainers (TOT) training to improve their presentation skills, including the use of simple teaching aids. This training would appropriately also include methods for facilitating large meetings. Once trained, the quality of the on-the-job performance of the resource persons would need to be evaluated against specific criteria and only the best speakers called upon to facilitate workshops and meetings. The pool of resource persons might include those from private voluntary organizations (PVO) or other agencies who possess particular skills in specific types of communication (e.g., counseling).

Although NPC plays a major role in providing LIC staff with training in program monitoring and evaluation, this specifically focuses on quantitative performance of the program as a whole (contraceptive prevalence, couple years of protection, etc.) rather than on the quality or impact of specific program activities. What LIC staff require in addition to the training provided by NPC are

³The enter-educate (entertain-educate) approach blends popular entertainment (e.g., songs, soap operas, variety shows) with social messages.

skills in assessing the impact and quality of their interpersonal communication activities. Quality indicators for workshops and public meetings, such as observation instruments for trainers and the self-administered post-workshop evaluation forms developed in Minia, should be used in all LICs.

Finally, the findings in Chapter 3 indicate that the interpersonal communication approaches used are not necessarily the most effective or appropriate for reaching specific target groups in order to reduce the family planning acceptance-practice gap. The skills of LIC staff should be developed to enable them to use different, more appropriate approaches.

As stated in Section 2.2.2, given the heavy involvement of selected LIC staff (e.g., the director and deputy director) in these activities in addition to the person specifically responsible for IEC/FP, it is essential that they participate alongside each other in any TOT-type workshops and workshops dealing with message content/communication methods in order to ensure a consistent approach.

Material and financial resources. LIC funding constraints, however, may limit field-based interpersonal communication activities (i.e., activities in villages as opposed to the city in which an LIC is located). The USAID-funded budget for LIC activities, excluding Minia's special program, actually dropped from LE 486,000 in 1992 to LE 473,000 in 1993. Vehicle and fuel constraints also limit fieldwork. Some LICs have a USAID-supplied vehicle but insufficient fuel to serve distant locations with adequate frequency. This problem has arisen in the Select Village Project. Increased government of Egypt (GOE) funding for fuel is essential if LIC family planning officers are expected to leave their offices and go to the villages and peri-urban neighborhoods.

The LIC activity spending capacity itself might be constrained due to vehicle, fuel, staff, or other limitations. For instance, project implementation letter (PIL) no.6, amendment 11 (covering November-December 1992) reallocated LE 16,000 (LE 275/LIC) in unspent funds from local activities to equipment purchase. Some LICs might need specific help in increasing their levels of effort to the point at which their local activities budget is fully utilized. Another reason for spending capacity constraint may be that most LICs do not have sufficient autonomy in making their own spending decisions when special problems or opportunities occur. The Minia LIC's discretionary spending privilege is a model for others to follow.

In addition, all LICs have a great need for more and better videocassettes and 16mm films. Video and film are equally important and serve different interpersonal activity audiences and occasions, so they are not interchangeable media. The LICs' videos and films are also a unique resource for other implementing agencies, so this audiovisual archive must regularly be replenished or rotated. There is an apparent shortage of both short method-specific videos appropriate for MOH and EFPA clinic-based women's meetings, as well as longer film dramas essential for capturing an evening public meeting audience before it wanders off.

The 1992 budget allocated LE 487,000 for television production and only LE 155,000 for video/film production/LIC distribution. Given the LICs' shortages of appropriate audiovisual materials, the 1993 budget rightly calls for more money to be spent on these activities than on television production. Although some television productions are distributed on videocassette to LICs, this is not always the case; thus, most of the television production budget is not "transferrable" to LICs for use in interpersonal activities.

2.3.3 Print Materials

The SIS/IEC Center Print Department has shown its capability in designing, producing, and distributing low-cost materials such as wall calendars, desk and pocket diaries, promotional items in English, internal newsletters, and booklets for religious leaders. However, more essential items such as booklets and posters for semi-literates aimed at target user groups (e.g., rural men and women) with target messages (directed toward closing various acceptance-practice gaps) have not been given the same priority.

The underlying concept behind the SIS poster which the SIS/IEC Center plans to develop must be clear and specific. As a permanent fixture in clinics and public places, the poster will be SIS's principal presence in the community. Chief considerations must include the following: who will be the poster's target audience; where it will be hung; who will see it there; and what message is most important to that particular audience. Collaboration with the best graphic artists, concept pre-testing with target groups, and coordination with other family planning agencies — who must help in materials distribution to service endpoints — are key steps in this process.

Before producing new materials an inventory should be taken of all existing print materials. MOH has a wide range of method-specific materials aimed at illiterate women which are available neither in the MOH service delivery points visited nor in those of other agencies. These materials could be reprinted by SIS and distributed to all family planning service delivery points throughout the country.

Recommendations

8. LICs should be made responsible for developing their own annual and quarterly workplans based on local needs assessments/ diagnostics conducted in conjunction with their local partners. These plans should state the support required from the SIS/IEC Center and should be agreed upon with the latter in workshop-type meetings in which all central technical staff are present. SIS/IEC Center technical departments should develop an action plan to support LIC-initiated workplans. The implementation of this recommendation will require training for regional and central staff in needs assessment and planning/programming and possibly for central staff in acting as a resource pool for LICs.

9. The quality of LIC interpersonal communication activities should be enhanced by a) the development of workshop modules based upon specific objectives for various categories of participants; b) the development of a resource pool of competent speakers selected after participation in TOT workshops and on-the-job evaluations; c) the use of appropriate teaching aids such as wall charts, flip charts, models, etc.; and d) the side-by-side training in the design and implementation of appropriate interpersonal communication activities of all LIC staff involved in IEC/FP.

10. Indicators and instruments should be developed to evaluate the *quality* of speakers' performance and the *impact* of workshops and public meetings implemented by LICs, further to the implementation of recommendations 7 and 8.

11. SIS should take steps to ensure that the LICs' film/video libraries are adequately stocked and frequently renewed.

12. In the coming year, SIS should give priority to the testing, production, and efficient endpoint distribution of posters and booklets aimed at semi-literates over wall calendars, desk calendars, and SIS internal newsletters.

13. SIS should reprint MOH method-specific posters and brochures aimed at illiterate women and distribute them to all service delivery points.

3. SIS Capacity to Reach Specific Target Groups

3.1 Target Populations for SIS Activities

The 1989 Egypt population assessment⁴ and all PHL amendments have recommended that SIS develop activities to reach specific target groups: poor, illiterate women; local influentials and religious leaders; and men. The extent to which SIS has implemented these recommendations is discussed in this chapter.

The same documents also recommended that SIS place special emphasis on reaching Upper Egypt. An analysis of the preliminary findings of the 1992 DHS shows that despite considerable decreases in fertility and increases in contraceptive prevalence countrywide, the rural areas of Upper Egypt continue to lag behind the rest of the country. As may be noted from Table 1, the contraceptive prevalence rate for the country as a whole is 47.1 (all methods). The rate for all areas (urban and rural) is above this national average with the exception of Upper Egypt where it descends to 31.4 for the region as a whole, with a breakdown of 48.1 for urban areas (which is in line with the national average) and a mere 24.3 for rural areas. As may be seen from Table 2, the low figure for Upper Egypt as a whole is actually inflated by the high prevalence rate of 49.9 for Giza. The problem becomes even more apparent when looking at contraceptive prevalence in individual governorates of Upper Egypt compared with Lower Egypt.

The urban/rural breakdown of the figures in Table 2 is not yet available, but the gap is doubtless significant given the urban/rural breakdown of 48.1 and 24.3, respectively, for Upper Egypt as a whole.

As may be expected, the contraceptive prevalence rate (37.5) for illiterates is well below the rate (53.5) for those who have received some primary education (see Table 1). Given the usual pattern of a correlation between contraceptive prevalence and literacy/educational levels, it may be safely assumed that contraceptive use is lowest among the illiterate and semi-literate segments of the population of rural Upper Egypt.

The Upper/Lower Egypt divide is also seen in a review of the results of the PAPCHILD survey⁵ which indicate that 60 percent of women in rural Upper Egypt who want no more children are not currently using family planning, while in rural Lower Egypt, only 33 percent of the women who want no more children are currently not using family planning.

Given these data, a continued special focus on rural Upper Egypt is of great importance. As will be seen from the following sections, this will be no easy task since the main barrier to family planning practice aside from illiteracy lies in the deep-rooted traditional beliefs in favor of large families in Upper Egypt. Specific, locally oriented strategies will be required to address this issue. Of course, SIS must also continue its activities aimed at other areas of the country, particularly areas with pockets of low contraceptive prevalence (e.g., some areas in Greater Cairo).

⁴Gillespie et al., *Egypt Population Assessment: A Report for USAID/Cairo*, March 1989.

⁵See Annex F, Bibliography — Brief Synopsis of the Findings Presented at the Conference on the 1991 Egyptian Maternal and Child Health Survey and Mohamed Ismail, p. 30, table 15.11.

Table 1
Contraceptive Prevalence

1988 DHS					1992 DHS			
Area	Any Method	Modern Method	Pill	IUD	Any Method	Modern Method	Pill	IUD
Urban	51.8	48.6	18.4	23.0	57.0	54.1	14.0	34.6
Rural	24.5	23.0	12.4	8.8	38.4	36.6	11.9	22.0
Urban governorates	56.0	52.1	16.9	26.8	59.1	55.6	12.5	36.8
Lower Egypt	41.2	39.1	19.2	16.2	53.5	51.3	15.1	32.6
Urban	54.5	52.0	24.2	21.2	60.3	58.5	17.3	36.3
Rural	35.6	33.7	17.2	14.1	50.5	48.2	14.1	31.0
Upper Egypt	22.1	20.5	10.0	7.9	31.4	29.7	10.7	16.4
Urban	41.5	39.0	16.0	17.6	48.1	45.4	13.8	27.6
Rural	11.5	10.4	6.7	2.7	24.3	23.0	9.3	11.6
Total	37.8	35.4	15.3	15.7	47.1	44.8	12.9	27.9
Education								
No education	27.5	25.9	13.4	10.0	37.5	36.0	12.0	20.7
Some primary	42.5	40.6	20.3	16.3	53.5	51.0	17.6	29.4
Comp. primary through some secondary	52.3	48.2	15.6	23.9	56.1	53.0	13.7	34.0
Comp. secondary/higher	53.2	49.2	13.8	27.1	58.0	54.5	9.8	40.0
Work Status								
Not working for cash	36.0	33.9	15.3	14.5	45.2	43.0	13.3	26.1
Working for cash	54.0	49.6	15.2	26.3	58.3	55.1	10.6	39.0

Table 2

Contraceptive Prevalence Rates in Upper Egypt
and Selected Governorates in Lower Egypt

	1988	1992
Upper Egypt:		
Giza	45.7	49.9
Beni Suef	15.3	29.2
Fayoum	20.2	33.3
Minia	16.6	21.9
Assiut	12.7	28.2
Souhag	16.2	19.8
Qena	12.2	24.7
Aswan	18.6	31.9
Total Upper Egypt	22.1	31.4
Lower Egypt:		
Damietta	54.1	53.4
Dakhalia	41.3	52.8
Sharkia	35.2	49.2
Kalyubia	42.3	57.9
Kafr El-Sheikh	41.7	47.2
Gharbia	50.1	55.9
Menoufia	43.9	55.7
Behera	32.5	54.7
Ismaïlia	43.4	50.2
Total Lower Egypt	41.2	53.5

Recommendation

14. SIS must continue to place a special focus on rural Upper Egypt.

3.2 Religious Leaders/Influentials

A substantial portion of LIC activities is devoted to developing the capacities of religious and local leaders to promote family planning. The SIS central office also spends a portion of its budget on press editorials aimed at policy makers and intellectuals. (The use of these newspaper editorials is not dealt with in this report since this target group does not fall within the scope of work of the evaluation. SIS should hand over responsibility for reaching this target group to NPC since this is within NPC's role and it is well equipped for this purpose.)

Aside from press editorials and a limited amount of activity with national religious leaders, SIS activities with local religious leaders and influentials all take the form of interpersonal communication activities executed by the LICs. SIS has developed an extensive network of linkages with grassroots influentials and leaders and has consistently worked to strengthen and consolidate this network, which is one of its areas of comparative advantage in IEC/FP.

Given the central role it plays in the Egyptian male culture, interpersonal communication is an essential channel for reaching men on any issue. This is even more important in rural areas where men spend the major part of their leisure time talking together or praying in mosques. Rural and, to a lesser extent, urban populations turn to local leaders for advice and opinions. These leaders include sheikhs, priests, and elders, as well as doctors, social workers, and school teachers. Female social workers and school teachers play an important role in interpersonal communication with women.

3.2.1 Religious Leaders

SIS was quick to recognize that religion and tradition are the main pillars of the male culture and successfully developed a large resource base of both Muslim and Christian religious leaders.

LICs generally enlist the support of religious leaders by first inviting them to participate in one of their standard three-day workshops (see Section 3.2.2 for a discussion of the workshops). A considerable number of religious leaders have also participated in training workshops jointly organized with the Institute for Training and Research in Family Planning (ITRFP) in Alexandria. It is these leaders who particularly appreciate the new communication methods acquired. The LIC core pool of religious leaders subsequently work to promote family planning as being acceptable on religious grounds. They do this during sermons in mosques, at mass meetings, and through presentations in LIC three-day workshops. In addition, LICs organize talk sessions in mosques during the holy month of Ramadan. As is the case with other speakers, sheikhs receive payment for their presentations and interventions at meetings. A substantial proportion of these sheikhs are employees of the Ministry of Waqfs (religious affairs).

During the field visits, questionnaires were administered to 30 religious leaders (28 Muslim, 2 Christian) selected by the LICs. The purpose of these questionnaires was to obtain information on their assessment of the LIC workshops in which they participated and to ascertain in what way the acquired knowledge is used. Two-thirds of the respondents had attended three or more SIS workshops, which indicates that they were all core members of the LICs' resource pool.

The results of the survey (see Annex D) indicate that an overwhelming majority of respondents generally appreciate the methods used in the workshops, the knowledge acquired, and the printed materials distributed. They find the materials useful and consider them to be of high quality. The

information acquired is passed on mainly in workshops and through mosques and churches. According to the respondents, discussions on family planning generally arouse interest although four respondents did state that they also give rise to criticism and five to debate. According to the respondents, people (including women) who have attended talks on family planning related issues come to the talks with individual questions. The respondents also tend to discuss family planning with youth, women, and other people. The discussions on family planning also generally motivate people to come to the sheikhs with other issues. Finally, most respondents consider the IUD to be the most appropriate method although some stated that women should go to the doctor and that different methods suit different women. Most respondents refer women to family planning centers for services when asked.

Although SIS quarterly reports do not indicate how many activities have been organized specifically for religious leaders, the LICs have established a large core group of sheikhs who act as resource persons in their interpersonal communication activities. Admittedly, these sheikhs are for the most part government employees, but the development of this network is in itself an achievement and SIS should continue in this direction.

The recommendations below with regard to developing the training and workshop skills of influentials apply equally to religious leaders.

3.2.2 Influentials

As previously stated, SIS develops local influentials/leaders to act as communicators on the village level. A standard three-day workshop is used for all leaders: national population growth issues on day one; family planning and religion on day two; and family planning methods on day three.

In order to perform effectively their role as SIS communicators, influentials and leaders need to be provided with the appropriate knowledge and skills for addressing family planning issues on the local level and for providing proper information in order to promote family planning and reduce the acceptance-practice gap. This does not happen at present, however, for the following reasons:

- Workshops are not designed around specific objectives that aim to develop the skills of the various categories of participants (youth leaders, teachers, social workers, *omdas* (government representatives at the village level), etc.) to address the family planning information needs of the target groups with whom they are in contact.
- The same three-day outline is used regardless of the anticipated outputs. Specific modules are needed to prepare youth workers to communicate with youth, teachers with students, professional association representatives with their fellow workers, etc. This is particularly important for female social workers (and possibly teachers) who generally find themselves in face-to-face situations with women and are required to use a counseling approach in order to address individual problems, concerns, and fears with regard to family planning practice.
- Workshop methods are limited to lecture sessions (backed up on day one by a videocassette on population and development); optimum use is not made of the available time to develop communication skills using participatory methods.

- Both the quantity and quality of the knowledge transmitted are also minimal because the lectures are not backed up by teaching aids other than a chalkboard on which physicians draw diagrams. When consulted on this issue, LIC staff stated that they need overhead projectors. However, they would probably only photocopy notes and small drawings, none of which show up very well and would require a considerable visual effort on the part of participants. These rural leaders/influentials would be better off with simple, clear, and colorful illustrations of the type widely available through most training and materials development programs (Population Communication Services, Program for Appropriate Technology in Health, Johns Hopkins Program in International Education in Reproductive Health, etc.) in the form of wall charts and large flip charts.
- LICs use resource persons as speakers. As discussed in Section 2.3.2, they receive no TOT training and no monitoring to ascertain the quality of delivery. Most speakers simply deliver lectures based on their personal store of knowledge and without any visual aids. There is a definite need for LICs to develop a resource pool of quality trainers/speakers, which should extend to people who have previously received training under other projects (MOH governorate-level trainers, PVOs, etc.). Once these resource persons are trained, the quality of the services they provide should be assessed by central and local staff using pre-designed observation guides. Selection of a core group of resource persons should be done on the basis of criteria drawn from these guidelines.
- In order to implement efficiently the process described in the preceding paragraphs, it is important that LIC staff receive training in the proper planning, management, and monitoring of workshop activities.

Recommendations

15. LICs should enhance their workshops for local influentials and religious leaders by a) developing workshop modules for local leaders based upon specific objectives for various categories of leaders rather than basing them on the current standard workshop design; b) developing a resource pool of competent speakers/trainers selected after participation in TOT workshops and on-the-job evaluations; and c) using appropriate teaching aids such as wall-charts, flip charts, models, etc. (See recommendation 9.)

16. Workshops should be specifically designed for women influentials to provide them with family planning counseling skills in order to enable them to make an efficient contribution to bridging the gap between acceptance and sustained practice. SIS should consider providing this training in collaboration with MOH trainers using the MOH standard six-day counseling module.

17. LIC staff should receive training in workshop design, planning and implementation, and in the monitoring/evaluation of resource persons' performance.

18. SIS should hand over responsibility for reaching policy makers and intellectuals to NPC.

3.3 Illiterate/Poor Women

According to the 1992 DHS survey, the total fertility rate (TFR) for Egypt as a whole at that time was 3.9, with rates ranging between 2.80 for urban Lower Egypt and 5.97 for rural Upper Egypt, followed closely by all urban governorates with 4.86. The national TFR of 3.9 marks a significant decline compared with the rate of 4.4 reported in the 1988 DHS and that of 5.3 reported in the 1979/1980 Egyptian Fertility Survey. Although it is impossible to quantify the contribution of the various actors (and factors) to this decline, SIS mass media and interpersonal communication efforts have no doubt played a significant role. The high fertility and low contraceptive prevalence rates for rural Upper Egypt, however, indicate that tremendous efforts are still required to reach rural women in particular.

During the period 1989-1993, SIS has continued its strategy of reaching women through the national mass media, particularly television and radio, and to a lesser extent through interpersonal communication activities on the local level.

3.3.1 Mass Media Interventions

The major thrust of SIS activity over the past three to four years has been through mass media activities, particularly television and radio production. Annex C provides a summary of SIS studies on media activities as well as a year-by-year timeline of SIS interventions by media type. The television and radio activities include SIS-produced spots and series specifically focused on family planning.

The 1991 Egyptian Male Survey indicates that television is present in approximately 65 percent of homes in rural areas and 98 percent of homes in urban areas. This is confirmed by the focus group discussions held with women during the evaluation field visits which indicate that practically all women — rural and urban — watch television. Those who do not possess a television of their own watch with their neighbors or other family members. The focus group discussions also showed that women prefer television to radio — they prefer the visual communication medium. Women generally watch television in the evenings after completing their household chores. They unanimously prefer soap operas and drama.

The women who participated in the focus group discussions clearly remembered the *And The Nile Flows On* series (shown in December 1992), as well as the *Doctor's Diary* spots which were shown earlier (1990-1992). Although women generally prefer soap operas, the *Doctor's Diary* spots were much richer in family planning specific messages than the *And The Nile Flows On* series and therefore of much greater benefit to women. Table 3 shows the messages received from these two productions.

Thus, despite the much earlier showing of the *Doctor's Diary* spots, not only were the messages received from those spots more specific and well recalled, they also contributed to a much greater extent to bridging the knowledge, attitudes, and practice (KAP) gap. Both the *Doctor's Diary* and the latest series of spots (aired in 1993) have addressed the problem of incorrect contraceptive use and high dropout rates observed in the family planning program. Many women in the focus groups reported that the spots had reassured them about the IUD and that they had gone to the doctor after seeing them. Women have clearly received the message from the latest series of spots that it is not they who are responsible for determining the sex of a child.

Table 3

Messages Received from Recent SIS Television Productions
(Focus group results)

And The Nile Flows On	A Doctor's Diary
Promotion of family planning in general	Consult the doctor
Condemnation of forced early marriage for girls	If a woman forgets the pill one day she should take two the next day
Consult a woman doctor for family planning	Take the pill on day 5 of cycle when starting for the first cycle
	Breastfeeding alone is not sufficient protection - use IUD
	Early marriage is bad
	Birth spacing is good for a woman's health

The women who participated in the focus groups appreciated both the *And The Nile Flows On* and the *Doctor's Diary* because they took place in a rural setting. The women relate to situations that portray the realities and problems of everyday village life. They also remembered Dr. Karima (*Doctor's Diary*) because she made the effort to go to rural women and showed sympathy towards them. This referral to the rural setting and rural problems was mentioned repeatedly during the focus group discussions.

These findings underline a) the effectiveness of short, specific messages for improving correct contraceptive use and practice, and b) the importance of placing messages that are aimed at rural women in a rural setting. It thus follows that SIS achieves its greatest impact by producing short spots of the *Zenana* and *Doctor's Diary* type rather than multi-episode series. As shown in Annex C, however, with the exception of the *Doctor's Diary* most of the spots in recent years have taken place in an urban setting.

It is clear from the focus group findings (see Annex E) that much ground still remains to be covered in ensuring correct contraceptive use, in providing women with correct information on method side effects and efficiency, and consequently in reducing the dropout rates. Although the responsibility for ensuring correct use lies with all of the actors involved in the family planning program (service delivery staff, outreach workers, and IEC agents), SIS should continue to ensure that its television (and radio) productions provide clear, accessible messages aimed at providing rural women with information/advice on correct contraceptive use. This will also contribute to dispelling the widespread concern caused by the rumors that the oral contraceptive causes cancer and that the IUD moves to other parts of the body.

A major finding of the focus group discussions is that women are convinced of the need to practice family planning in the interest of their own health. This concern should be used by SIS in its message design.

Another finding from the focus groups is that rural and illiterate women generally have a very positive image of women doctors. Women have developed trust in their doctors through their dealings with them in health clinics. The television spots showing women doctors working in rural areas have certainly contributed to promoting this image.

Finally, women consider that the greatest barrier to family planning practice is illiteracy — this was a recurring theme throughout the focus groups. Rural and illiterate women are aware that education for girls is a key factor for ensuring family planning practice. Despite a number of exceptions, most rural women seek the consent of their husbands before practicing a family planning method. Given the strong correlation between literacy/education and family planning practice in Egypt as well as throughout the world, this key issue needs to be addressed by IEC activities (see further discussion in Section 3.4).

Family planning themes and issues are also included in a number of other television and radio programs. Women are particularly likely to remember the messages when these programs are dramas or variety shows using famous actors.

As may be noted from the tables in Annex C, SIS included family planning messages in a large number of radio programs as well as promoting the development of specific family planning programs. In order to target women efficiently, these radio interventions need to be aired in the morning when women are more likely to be listening. The *Housewives* program is by far the favorite radio program of rural and illiterate women.

For obvious reasons, SIS print media interventions do not reach illiterate women.

3.3.2 Interpersonal Communication

Interpersonal communication covers a broad range of activities and settings, from the one-to-one counseling session between a client and a service provider to participation in mass meetings. As was noted in Chapter 2, SIS holds a comparative advantage in the organization of mass meetings in urban and rural areas; it is not specialized in counseling, however, which is the domain of the service delivery agencies. SIS interpersonal communication activities targeting women take place in several contexts: group information meetings in family planning clinics and health centers in conjunction with other agencies (MOH, CSI, EFPA, etc.); mass meetings in which women may or may not participate alongside men; meetings for high school students; and indirectly via social workers, women volunteers, and rural extension workers. There is no evidence to show that meetings for women are designed any differently from those for men.

Aside from meetings organized in MOH and other clinics, particularly on vaccination days, it is not certain that rural women will participate in mass meetings. Women often reported that it is culturally unacceptable for them to go out after sunset or to attend meetings in the presence of men. In some villages women attend mass meetings, seated either behind the men or in a separate corner. Since both the style and the substance of these meetings are designed with men in mind (microphones, loud speakers, speeches) women are very unlikely to ask questions or participate in discussions. Health clinics, on the other hand, are an ideal setting for large meetings with women. These meetings need to be designed specifically for women (rather than replicating the content of mass meetings for men) and need to provide women with the opportunity to raise questions and obtain the appropriate answers/advice.

Greater focus needs to be placed on training people to provide women with correct advice and counseling on family planning. Women are generally aware and willing to use family planning but require more specific and individual advice with regard to particular methods and problems they have encountered.

Print materials for women are widely lacking. Of the clinics visited, only one had a full range of MOH method-specific posters plus the old SIS poster and another had one of the MOH posters. The clinic with the full set of posters also had one copy of the MOH brochure for illiterate women.

Recommendations

19. SIS should concentrate its television production activities on short spots providing specific messages targeted at illiterate rural women (with special emphasis on rural Upper Egypt, although not exclusively) aimed at promoting correct contraceptive knowledge and use. These spots should take place in a rural setting, transmit simple messages in clear language, and use actors who are found to be attractive/agreeable to rural women.

20. Both television and interpersonal communication messages should promote family planning and birth spacing as a means of protecting women's health.

21. Meetings should be designed specifically for women based on women's needs and issues.

22. Female social workers should receive training in counseling rather than attending the general workshops organized for male community leaders. This training could be provided by the MOH trainers using the six-day training module used for service delivery staff. (See recommendation 16.)

23. SIS should continue to integrate family planning messages in appropriate television and radio shows, particularly the *Housewives* program on the radio.

3.4 Men

Activities aimed at reaching men constitute SIS' specific "market niche" in the Egyptian family planning program: it is the only agency that is experienced and skilled in this area. SIS targets men through both the mass media and interpersonal communication activities.

The major barriers to men's acceptance of contraceptive use stem from traditional attitudes and a concern for their wives' health rather than from a lack of knowledge of contraceptive methods — the 1991 Egyptian Male Survey showed that more men know of a larger range of methods than women.

The 1991 EMS indicates that 92 percent of men in Cairo, 86 percent of men in urban Upper Egypt, and 76 percent of men in rural Upper Egypt approve of family planning. A review of the contraceptive prevalence rates, however, shows that this apparent acceptance is not translated into practice, since less than 50 percent of married couples currently practice a method. As shown in Table 1, the practice rates are particularly low in rural Upper Egypt. The following table gives some of the reasons for men's non-use of contraceptives.

Table 4

Selected Reasons for Nonusers' Decision Not to Use Contraception
(EMS, 1991)

Reason	Cairo	Upper Egypt		
		Total	Urban	Rural
Health concerns	11.1	9.3	3.2	11.3
Wants children	11.1	16.3	11.8	17.7
Religion	14.3	9.6	11.8	8.9
Fatalistic	4.8	18.5	18.3	18.5

The latter three reasons for non-use are all tied to traditional attitudes. These results were confirmed by the focus group discussions (see Annex E).

It is undoubtedly these same traditional reasons that prevent many men from discussing family planning with their wives. The EMS indicated that over half (53.3 percent) of the men in rural Upper Egypt have never discussed family planning with their wives, compared with 34 percent in Cairo and 33.1 percent in urban Upper Egypt. However, both the focus group discussions with women and the EMS indicate that men play a major role in family planning decision making. According to the EMS, of those who had discussed family planning with their wives during the year preceding the survey, a considerable proportion had initiated the discussion (49.9 percent Cairo, 57.5 percent urban Upper Egypt, 35.1 percent rural Upper Egypt). It is, therefore, important that SIS develop appropriate strategies for encouraging men to discuss the issue of family planning in their homes.

In general, SIS activities targeting men approach the issue of family planning by presenting the reduction of population growth rates as a national priority for economic and environmental reasons. They support the argument in favor of family planning with religious arguments. Some information on methods is also provided. The focus on national population growth concerns is apparent in all of the interpersonal communication activities (mass meetings, workshops, discussion meetings) as well as much of the television and radio material targeting men. This is not the optimum approach for reaching men and narrowing the acceptance-practice gap, however. The focus group discussions and observation of a mass meeting in Ismailia indicated that men do not relate to national population concerns. On the contrary, these concerns tend to generate heated discussions on Egypt's capacities to support a large population and United States interventionism in Egyptian domestic affairs. Urban wage-earning men are more open than rural men to micro-level economic arguments since they (urban wage-earners) understand the need to divide household income according to family size.

3.4.1 Mass Media Interventions

The results of the 1991 EMS shown in the following table indicate that men have regular access to all mass media, although men in rural Upper Egypt are less likely to read newspapers, which is explained by the low literacy and educational attainment rates in those areas.

Table 5

Male Access to Mass Media (EMS, 1991)

Media	Cairo	Upper Egypt		
		Total	Urban	Rural
Reads newspaper weekly	75.7	42.2	61.7	30.6
Watches TV weekly	93.8	79.5	89.0	73.9
Listens to radio weekly	82.5	73.1	80.8	68.5

It is also highly probable that the men who do read newspapers are more likely to read the sports, crime, and humor pages than editorials, which tend to be the reserve of the highly educated and politicians. It may be concluded, therefore, that SIS is not likely to reach illiterate and semi-literate men through newspaper editorials, which account for a major portion of its print media activities.

The EMS results and focus group discussions indicate that men do watch television and listen to the radio. The focus group results show that men prefer to watch or listen to lighter programs and soccer. They seek entertainment and tend to react negatively to blame-transmitting and doomsday-type messages. Many men listen to the readings from the Koran and religious discussions on the radio.

The following table shows that 34 percent of men in rural Upper Egypt are less likely to receive family planning messages via television or radio, thus underscoring the importance of interpersonal communication as a channel for reaching men.

The results of the focus group discussions indicate that a) men are less likely than women to remember having seen any of the television productions specifically on family planning, and b) they are more critical of the productions. Some men expressed a definite dislike for Dr. Karima (*Doctor's Diary*) while others criticized the way in which in *And The Nile Flows On* the central figure of advice is the doctor, followed by the *omda* and the social worker. It was stated that this does not reflect the reality since there is usually no doctor in a village and people do not generally go to the *omda* or social workers for advice. The focus group discussions indicate that men seek advice from elders for personal issues, from the sheikh for religious matters, and doctors for health problems.

Table 6

**Percent Distribution of Currently Married Men
by Whether They Have Heard a Radio or Television Message
about Family Planning in the Month prior to the Interview (EMS, 1991)**

Residence	Neither	Radio only	TV only	Both	Total
Cairo	7.2	0.2	62.7	29.9	100.0
Upper Egypt total	26.2	1.4	49.4	23.0	100.0
Upper Egypt urban	13.0	1.3	56.4	29.3	100.0
Upper Egypt rural	34.0	1.5	45.2	19.3	100.0

As already mentioned above, men do not appreciate the "heavy" and doomsday approach used in male-targeted family planning productions. They prefer a more lighthearted approach, through soccer if possible. The *Zenana* spots, for instance, were more humorous and the husband played a supportive role, acting as a role model for other rural men. Although there are no hard data available, the general impressions from the focus group discussions are that men would prefer the *Zenana*-type of spot to some of the later spots aimed at men which had a much heavier tone.

SIS places press announcements of its activities in various regions of the country. SIS should develop its network of local journalists so that they focus on issues of interest to target men in an appropriate manner (e.g., through humorous columns, cartoons, etc.) and through the newspapers that are the most widely read in different areas of the country.

3.4.2 Interpersonal Communication

Interpersonal communication is a key feature of the Egyptian male culture, particularly in rural areas: men meet and converse in mosques, cafés, outside areas, etc. SIS capitalizes on this tradition to communicate its family planning messages. In addition to their activities through religious and other leaders, LICs organize mass meetings and discussion meetings which are mainly attended by men. According to LIC staff, feature films are particularly appreciated during these meetings but the local offices do not have a sufficient supply/variety of films.

In the fourth quarter of 1992, the LICs held a total of 550 large mass meetings, smaller discussion meetings, and meetings for army recruits, reaching a total of 37,000 individuals. Most of the meeting attendees were men. This is more than double the number of meetings and attendees for the same period in 1991.

These meetings usually follow the standard pattern of a speech by a religious leader, followed by speeches on the national impact of demographic growth (given by LIC staff), and a talk on family planning methods by a medical practitioner. LIC staff often organize a discussion around a feature film. A particularly useful film for this purpose is *Om El Aroussa* (The Bride's Mother).

Another issue which emerged during the focus group discussions is that perceived financial barriers to family planning acceptance are significant — many men seem to confuse CSI prices with MOH

prices or to compare MOH service unfavorably with CSI even when aware of the price differential. This issue requires both attention and clarification in order to convey correct and appropriate information on service providers.

Men, particularly in rural areas, are quick to counter religious arguments in favor of family planning with verses and analogies from the Koran (e.g., Do not kill your children for fear of poverty; God will care for them and for you) indicating that it is sinful to think of children in terms of their economic impact and that children are in themselves considered to be a "source of wealth."

Nonetheless, the focus group discussions and the 1991 EMS indicate that men are interested in family planning: they know that birth spacing is good, they wish to give their children a proper education and attention, and they are concerned for their wives' health. The concern for women's health stems from a) men's observation of contraceptive side effects on their wives, and b) rumors that the oral contraceptive causes cancer and that the IUD can move to other parts of the body. SIS needs to provide men with proper information on contraceptives in order to reassure them and equip them to provide their wives with proper advice.

The findings of the 1991 EMS indicate that over half the men in rural Upper Egypt have never discussed family planning with their wives, while 35 percent have discussed it with their friends. SIS might consider developing a network of "local male communicators" to act as a source of information and instigators of discussions on family planning at the village level. These communicators could provide men with more specific information on family planning methods and explain how and why birthspacing is vital for the health of both women and children.

Female school enrollment plays a major role in shaping women's attitudes and behavior towards family planning as well as in postponing the age at first marriage. The women's focus group discussions reflected women's strong awareness of this issue, with many women citing illiteracy as the major barrier to family planning practice. Men (who play a major role in the decision to enroll their daughters in school) and religious leaders also cited illiteracy, though to a lesser extent. LIC staff are also fully aware that fighting illiteracy is a key factor in promoting family planning practice.

Recommendations

24. SIS should drop the "population growth," "doomsday," and guilt-transmission approaches from both its mass media and interpersonal communication activities aimed at men.

25. SIS should conduct local field research to determine the issues, messages, settings, etc. for its television and interpersonal communication activities.

26. SIS should adopt alternative communication approaches for males. These might include the development of male communicators at the village level and the production of plays of the type produced under the Minia Initiative (*The Valley of the Ants*⁶).

⁶This play was written by a local playwright in Minia and produced by a local company. It was written specifically for farmers and is based on strong audience-actor interaction. It brings the audience to voice its conclusion that family planning is the proper solution for the couple in the play. The staging of the play seen by the evaluation team had been successfully adapted for young army conscripts.

27. The SIS central office should provide the LICs with a wider range of films for use during their mass meetings as well as the technical support to produce local materials.

28. SIS should provide men with proper information on contraceptives in order to reassure them about the safety of methods and to equip them to provide their wives with proper advice/support.

29. SIS should develop and produce suitable materials for illiterate and semi-literate men.

30. Since men play a major role in the decision to enroll their daughters in school, SIS should include messages to promote female school enrolment in its activities with rural males.

31. SIS should continue to publicize its local activities in the press and to provide local newspapermen with press releases on local subjects. Its press outreach should specifically focus on local family planning issues and attempt to get them off the editorial page and into the humor page, cartoons, and other items local target groups are most likely to read.

3.5 Lessons from the Minia Initiative

SIS decentralization and increased LIC autonomy have been important goals under the new SIS/IEC Center director. The ongoing Minia Initiative and the recently started Select Village Project exemplify this strategy.

In 1992, the Minia LIC and local NPC office launched a series of family planning weeks in Minia governorate with ongoing technical assistance from PCS. During each family planning week, all agencies involved in family planning participated in intensive IEC campaigns using interpersonal communication methods. In addition to achieving wide coverage of villages in Minia governorate through a coordinated inter-agency effort, the Minia Initiative also capitalized on local artists and writers to produce musical evenings, puppet shows, and plays with a strong local flavor. The SIS/IEC Center decided to replicate the Minia experience but on the village rather the governorate level. Thus, in a first phase, eight villages (four in Delta, two in Upper Egypt, and one each in Alexandria and Ismailia) will benefit from intensive, coordinated family planning activities.

All LICs must follow this lead, however, especially with respect to the implementation of an up-from-the-grassroots, target group focused planning process. Minia's greatest lesson for other LICs is that a local initiative must come about through dialogue with local agencies and, more important, with the intended program beneficiaries.

Local initiative, local problem solving, and local coordination with implementing agencies are the keys to any successful family planning campaign. Minia has proven this, and the Select Village Project seeks to replicate Minia's success by using the same model. It should be noted that, by design, the eight villages chosen for this project fall within the districts of the eight most energetic LIC directors and family planning officers. The target villages were selected by the LICs themselves, and the program was coordinated through joint planning meetings held at the central office to ensure a uniform approach.

LIC staff initiatives (and not simply factors such as project funding levels, vehicle availability, or political will) are correctly recognized as the key to the decentralization puzzle. True

decentralization, however, means going beyond the LIC as the basic operational unit of a field campaign. It means looking at and working closely with each village, each target group within the village, and the individuals within each target group who might best help the LIC deliver its family planning message.

The Select Village Project is an appropriately scaled training ground for LICs without extensive experience in undertaking intensive family planning campaigns or coordinating with other local agencies. The Local Activities Department head stated that these single village campaigns create an opportunity for all cooperating service and message providers to learn joint planning and implementation skills, and also call on the local NPC office to provide overall coordination for clearly targeted activities — a good example of "learning by doing".

LIC directors and family planning officers develop unparalleled social and professional networks of friends and colleagues working locally in health and development. They can educate and orient newly appointed government officials about current family planning activities, for instance, and their broad view can energize the NPC's often still emergent governorate-level population committees.

LIC staffers are also in a position to recognize and tap into the talent pools of small PVOs and to personally recruit energetic medical or religious leaders for workshop and other activities. An example of this is Minia's LIC-produced booklet which consists of a religious dialogue on family planning issues held between that city's leading sheikh and priest.

As recommended in Chapter 2, joint workshop training for LIC directors and family planning officers might be conducted in order to improve an LIC's internal coordination in situations in which the LIC director is heavily involved in family planning activities alongside the LIC family planning officer. This side-by-side training process would overcome many division-of-labor confusions which arise when only one family planning staffer per LIC is chosen to participate in off-site workshops. IEC/FP activities require a clear sense of teamwork whenever more than one LIC staffer is responsible.

LIC directors and family planning officers also share the task of translating centrally suggested themes and message objectives into culturally appropriate terms. LIC contacts with local government culture officials, who naturally have the most insight into the appropriateness or inappropriateness of various messages for local audiences, can facilitate the production of non-traditional family planning communications. The Minia LIC's success in collaborating with local drama troupes and poets in the composition of a full-length family planning play (*Valley of the Ants*) as well as short theatrical sketches, *zagal* (folk music/poetry), and songs would have been unthinkable if the effort had been directed by or through culture officials in Cairo.

With a Minia-based television station soon to cover Minia, Assiut, Beni Suef, and Fayoum governorates, the time is ripe for the Minia LIC to consider producing culturally specific television programming, with technical help from either the SIS/IEC Center or Minia television. The richness of Minia's repertoire of live acts with family planning themes indicates that culturally appropriate television production is also within Minia's reach.

Recommendations

32. SIS should extend the Select Village Project to LICs in all Upper Egypt governorates, helping each LIC to work with influentials in pre-selected villages to identify their own family planning message priorities and develop their own workplans.

33. SIS should encourage local production of culturally specific family planning message vehicles in each LIC district; e.g., plays, songs, poetry, puppetry.

4. Coordination of IEC/FP Activities in Egypt

4.1 National-Level Activities

There is apparent institutional confusion over the division of labor regarding IEC/FP. The Policy Coordinating Committee, chaired by the NPC secretary general and representing SIS, MOH, MOSA (Ministry of Social Affairs), EFPA, and other bodies, has not met for some time. It is reported that there is a television union coordinating committee for family planning matters, also chaired by the NPC secretary general, but there is no longer an overall coordinating committee for family planning IEC.

This situation might well lead, at the least, to duplication of effort, and, perhaps in some cases, to the production of programs with contradictory messages (e.g., one agency's television spot could stress the central role of physicians in family planning decision making and another's television spot could stress the individual's responsibility).

In addition, the lack of coordination between agencies involved in IEC/FP results in the inefficient use of existing resources, particularly in the area of print materials. The major example of this is the virtual absence from all service delivery points of MOH method-specific posters and brochures aimed at illiterate women. These materials are even absent in MOH service delivery points, which also reflects an inefficient distribution network within the producing agency itself.

A joint agency meeting with an IEC-focus is planned for May 1993 at the initiation of the SIS/IEC Center director. This first meeting's information-sharing purpose will perhaps lay the groundwork for true joint planning and cooperation in the future.

NPC's stated responsibility is for national policy coordination and, through local NPC offices, for governorate-level policy coordination. In some governorates visited, however, the NPC role is still nascent, and in another where it is quite active it has taken on the direct provision of family planning methods through the *ra'ida rifyya* group (village women guides or "pioneers" used for outreach).

NPC's stated objectives include reaching high-level national and governorate opinion leaders with information about national population policy and the implications of high population growth. NPC's inter-ministerial structure gives it a comparative advantage over SIS in reaching this audience with these "macro" messages.

SIS has stated among its chief objectives the closing of various gaps associated with family planning acceptance and continued use (i.e., acceptance-practice gap, method use-misuse gap, husband-wife dialogue gap, positive-negative family planning method image gap, positive-negative family planning provider image gap, national-rural Upper Egypt CPR gap). SIS target groups include non-family-planning-using poor illiterate women and men, the population of rural Upper Egypt, and village influentials.

Recommendations

34. SIS should organize a semi-annual national IEC/FP meeting (attended by all family planning service and message providing agencies) as soon as possible to share its past activities and

future plans with its counterparts. This meeting will need to be very carefully designed and facilitated in order to succinctly present SIS activities in an attractive manner and to avoid lengthy presentations. In this way, SIS will take the initiative to promote information exchange and coordination, as well as the sharing of materials. These meetings might lead to the development of an informal IEC working group to coordinate the development, production, and shared distribution of television, video/film, radio, and print materials. Attendees should have appropriate IEC skills and responsibilities within their respective agencies. This recommendation builds on the initiative already taken by SIS to hold a meeting in May 1993.

35. SIS should abandon its "macro" issue message campaign altogether and focus only on messages directly tied to overcoming the various family planning "gaps." Macro-level messages are suitable for policy makers, intellectuals, etc., and NPC is already catering to this target group.

4.2 Local-Level Activities

The Minia experience shows how effective a local NPC office can be as a local coordinating body. A working committee, chaired by the governor's representative, meets regularly (often biweekly) and its membership covers the full spectrum of service providers (MOH, CSI, EFPA), message providers (SIS, MOSA), and religious influentials. Local NPC offices in most other governorates visited fall short of this activity level, although the Select Village Project in Ismaïlia seems to have brought that local NPC office firmly into the family planning IEC planning network.

Although SIS's ability on the national level to encourage inter-agency coordination appears limited, it has a clearer potential for doing so at the governorate level. MOH and PVO officials in some of the governorates visited expressed a clear desire to work more closely with the LIC. One MOH local director said he was "embarrassed" whenever a visiting delegation asked him about other agencies' family planning activities in his governorate and he had to admit ignorance.

Consultant visits, accompanied by the LIC director, to PVO and MOH offices in two governorates seemed to awaken the idea that resources and planning could be shared to everyone's profit. Yet this kind of informal coordination, which could be easily achieved simply by convening an inter-agency "working group," remains officially in the hands of the local NPC office.

LICs should nonetheless concentrate on building ties to other family planning agencies with or without the initiation of the local NPC office. Informal planning or coordination meetings can be held. The simple process of talking together off the record can open new possibilities and reduce misunderstandings. Shared information at the practical, working level is key.

The organization of an annual assessment/diagnostic process (see Chapter 2) in close conjunction with local partners in order to feed into LIC workplans would be a major contribution to improving local coordination.

Recommendation

36. LIC directors should be encouraged to take the initiative in convening informal local inter-agency "working groups" whose function will not conflict with the policy-oriented functions of the local NPC office.

5. Achievement of Subproject Objectives and Implementation of Recommendations of Previous A.I.D. Evaluations

5.1 Introduction

The SIS/IEC Center and LICs have worked consistently to implement the recommendations of previous assessments and to achieve subproject objectives. SIS has demonstrated special skills in reaching illiterate rural women through television, and rural men through interpersonal communication activities, particularly through mass meetings and by enlisting the support of local religious leaders and influentials. SIS's strong links with the television union, its network of 58 LICs around the country, its strong grassroots ties, and the LICs' excellent links with their local environment have all given SIS a comparative advantage over other agencies in implementing these activities.

Through its activities, SIS has demonstrated that it has three areas of advantage over other agencies: reaching illiterate women through television; reaching rural men through interpersonal communication; and capitalizing on its extensive network of local influentials to pass on family planning messages.

The findings of this report, however, demonstrate that further efforts are still required in order to effectively decentralize interpersonal communication activities starting with locally developed workplans and a reorientation of the center-field work relationship. This would require that the central office work to provide technical support and assistance based on field-identified needs rather than simply playing an initiating and monitoring role, as at present. The quality of local activities also needs to be improved in order for LICs to reach and have an impact on target groups. In its mass media productions, SIS needs to focus on short spots which are attractive to specific target groups, namely rural women and rural men. This requires formative, field-based research prior to the production stage in order to identify the themes, language, settings, etc., that are likely to transmit the message with greatest impact.

The following is a brief review of key SIS objectives and how they have been addressed in recommendations in A.I.D. assessments (1982, 1986, 1989), PIL amendments, SIS workplans (1989-91, 1992, 1993), and SIS quarterly reports.

5.2 Institutional Objectives

5.2.1 SIS Institution Building

The 1982, 1986, and 1989 A.I.D. assessments did not specifically address this subproject objective. PIL amendment number 3 called for increased GOE funding and decentralization. The 1989-91 SIS workplan called for LIC institution building measures, the 1992 plan prioritized the implementation of management information systems and recognized the new Minia Initiative's test case of LIC strengthening, and the 1993 workplan sought to expand Minia's LIC-building impact through the Select Village Project. Quarterly reports rarely address institution building directly, but implicitly report on steps taken in this direction through its staff training activities.

5.2.2 Research

The 1982 A.I.D. recommendation prioritized materials pre-testing, the 1986 recommendation stressed research-based audience and regional message targeting and building links with private ad agencies, and the 1989 recommendation focused on male-oriented research. The 1992 SIS workplan called for baseline research linked to its scheduled showing of *And The Nile Flows On* and made prioritized spot pre/post-testing. Quarterly reports discussed the Research Department's use of the 1988 Egyptian DHS and 1990 PAPCHILD Survey and reported on their active spot pre/post-testing program.

5.2.3 Inter-Agency Coordination

The 1982 A.I.D. recommendation highlighted inter-agency materials distribution as a special need; the 1986 recommendation called for "formal linkage" between NPC, MOH, SIS, and EFPA objectives; and the 1989 recommendation called inter-agency coordination a "paramount" NPC responsibility. SIS workplans rarely address this area directly, and quarterly reports record the number of jointly sponsored public meetings and workshops.

5.2.4 Training

The 1986 A.I.D. recommendation suggested more staff training, and the 1989 recommendation recognized the skills-transfer effect of launching short-term intensive campaigns around the country. PIL amendment number 6 called for in-service training. SIS workplans consistently recognize this need, and the 1993 workplan based its training activities for that year on a Population Communication Services training needs assessment.

5.3 Target Group Objectives

5.3.1 Upper Egypt

The 1989 A.I.D. recommendation suggested a special campaign for Upper Egypt and all PIL amendments and SIS workplans recognize this as a top priority region. Quarterly reports, however, do not report region-specific interpersonal activities or region-specific spot pre/post-test results.

5.3.2 Local/Religious Leaders

The 1989 A.I.D. recommendation and all PIL amendments called for SIS to focus on "governorate community leaders." The 1989-91 SIS workplan called these influentials a "secondary target" but made them a priority in the 1992 and 1993 workplans. Quarterly reports record village and religious leader workshop activities.

5.3.3 Poor/Illiterate Women

A.I.D. recommendations do not specifically address this target group, but all PIL amendments and SIS workplans make it a priority. Quarterly reports do not record sex-specific LIC workshop or meeting attendance but do report numbers of inter-agency meetings for women held at MOH and EFPA clinics.

5.3.4 Men

The 1989 A.I.D. recommendation stressed the need for further male-oriented research. All PIL amendments focus on this group for outreach activities. The 1992 workplan recognized men in rural Upper Egypt as a key target group, and the 1993 workplan broadened the focus to men nationwide. Quarterly reports record numbers and attendance of public and mosque meetings which are generally predominantly male.

5.4 General Discussion

For the last two years, SIS has maintained quite detailed quarterly planning and reporting systems. Although the 1989-91 workplan had few quantifiable outputs and indicators, the 1992 and 1993 workplans by comparison show how far SIS has come in its ability to carry out and benefit from prospective management planning. The greater level of detail and organization in the last two years' workplans facilitates the work of evaluation.

Some planned quarterly outputs, especially regarding video, television, and poster production, have often been over-ambitious and too dependent on smooth collaboration with busy freelance professionals. Further, it was impossible to foresee such disruptive events as the Gulf War and the 1992 earthquake, which pushed family planning messages far from the center of national attention and considerably reduced available broadcast time.

Nevertheless, many significant outputs in the 1989-91 and 1992 workplans have been achieved, both in terms of upgrading the technical resources (e.g., the new Computer and Documentation Departments, the Research Department's collaboration with outside research firms, and the Television Department's now solid collaboration with freelancers) and control systems (e.g., the improved LIC quarterly reporting system, rigorous pre- and post-testing of spots, and written evaluations of script/scenario proposals) used by SIS/IEC Center staff.

The Minia Initiative's direct outputs and level of local inter-agency coordination have far surpassed expectations, and the Select Village Project has been implemented according to a strict schedule. LIC staff and training of local influentials has also been carried out generally as planned.

The previous A.I.D. assessments of Egypt's overall population program have in many cases made only general recommendations for improving or increasing SIS/IEC Center activities. This makes it difficult to assess the exact degree of SIS responsiveness.

IEC/FP and SIS activities were not specific sub-categories in the 1989 A.I.D. assessment, but some recommendations were implicitly directed at SIS. Following are the key IEC recommendations in the 1989 assessment along with the corresponding section numbers in the present report which discuss relevant SIS activities.

1. A "special campaign" for Upper Egypt (3.5)
2. Gaining "the support of governorate community leaders" (3.2)
3. Concentration on "mass media and face-to-face communication channels to educate the public, including men" (3.3, 3.4)
4. Short-term intensive campaigns to "achieve a critical mass of resources" (3.5)
5. Increased coordination between all agencies (4.1, 4.2)

6. Governorate-level staff training in monitoring and evaluation (2.3.2)
7. Better use of available research on male attitudes (3.4)

The Minia Initiative and its special family planning weeks indicate that SIS has followed A.I.D. recommendations for an Upper Egypt focus and intensive campaigns. With regard to a special male focus, many 1992 spots dealt with the male role and male perspective. The SIS Research Department includes nearly equal numbers of men and women in its spot pre-tests, thereby guaranteeing that male feedback is used in its mass media analysis. In the future, SIS might also make better use the 1991 Male Survey in its new mass media pre-production planning and the development of new interpersonal discussion guides for men's meetings.

One key area in which SIS — and, in all fairness, all other A.I.D.-supported agencies responsible for family planning — have not yet made any headway is in achieving an adequate national-level inter-agency coordination. This goal was a constant refrain in A.I.D. assessments throughout the 1980s, yet little progress is apparent at the national level. The creation of NPC in 1985 was meant to solve this problem, but practical steps have yet to be taken. SIS's standard quarterly reporting of LIC activities jointly planned with other agencies is a rare indication that this A.I.D. priority is being addressed, yet progress here is only at the local level. It is the local level which probably offers the greatest potential in this respect.

Priority themes in the 1992 workplan were almost exclusively focused on closing the various KAP gaps with messages having a practical, short-term impact. However, 1992's main television programming — the serial *And The Nile Flows On* and 10 spots entitled *The Responsibility* — on the whole addressed larger social and cultural themes not tied closely to correct method selection and use (e.g., early marriage, religious approval of family planning, family income constraints and household stress due to large families, etc). Further, the 1990 LIC management evaluation specifically cautioned against using "more dramatic and fear-inspiring scenes," yet the 1992 spots were consistently more dramatic than practical (see Annex C).

SIS quarterly reports in English continue to concentrate on quantity rather than quality measures and often calculate comparative and percentage trends from quarter to quarter in unnecessary detail. This analysis should be reduced to allow staff — both LIC and central office — report on more important matters. Only in cases of downward trends in, for example, media exposures and broadcast hours, do reports attempt to address underlying qualitative issues such as increased spot pre-testing which limits program development.

Interpersonal communications are reported almost exclusively on a quantitative basis, but this is an activity for which mere head counts (e.g., at "public" and "discussion" meetings) generally mean very little unless key target groups (i.e., men, women, Upper Egypt, and village influentials) are identified. This additional reporting burden is certainly not recommended.

Yet some qualitative inferences can still be made from numbers alone. For instance, the average size of "discussion meetings" (i.e., speaker-audience dialogue meetings), dropped from over 100 participants per meeting in 1991 and early 1992 to a more appropriate 30 participants per meeting in the four quarter of 1992 and the first quarter of 1993.

SIS quarterly reports might be improved by adding more specific examples about selected LIC workshops and meetings; e.g., logistical needs, speaker quality, audience participation, key points raised, rough age/sex breakdown of participants. Many LIC monthly reports and SIS/IEC Center field

spot-check reports already provide this kind of qualitative information. Mini-case studies of, for example, randomly-chosen LIC successes and failures during that quarter would be more instructive than the tediously collected, analyzed, and reported service statistics as is done at present.

Recommendation

37. The SIS quarterly report in English should be reformatted. The heavy statistical emphasis on number of television/radio airings, meetings, participants, etc., should be sharply reduced in favor of narrative reporting with illustrative examples and key lessons learned from the field. Service statistics might instead be reported only every second quarter, thereby giving central office staff time to experiment with new ways of collecting and using qualitative data.

6. Baseline and Benchmarks for the Follow-On Project

The benchmarks on the following pages provide quantified qualitative indicators to assess the extent to which the recommendations made in this report will have been implemented *by the end of year two* of the Population/Family Planning III Project. The baseline column provides the current status for each benchmark. The benchmarks and baseline are given for each of the recommendations provided in the Executive Summary.

It should be noted that all of the training workshops recommended in these benchmarks and elsewhere in this report should be in place of, rather than in addition to, ongoing training activities.

I. Media Activities

Recommendation	Benchmark	Baseline
<p><u>Recommendation I.1</u></p> <p>SIS should continue to reach target groups where contraceptive practice is lowest, through mass media productions, particularly TV and radio, with a particular focus on the production of short TV spots aimed at promoting correct contraceptive use among illiterate rural women, rather than multi-episode series which have considerably reduced cost-benefits.</p> <p>All TV and radio productions should be developed based on field research to identify the issues and concerns of the target groups as well as the most appropriate settings and vehicles for passing on the messages; and the resulting scenarios/storyboards should be field tested before proceeding to the production stage.</p> <p>SIS should continue to insert family planning themes in ongoing TV and radio programs using the most appropriate message vehicles (e.g. women's health). The choice of programs should be based on field research of viewing and listening preferences and the most popular and suitable programs selected (e.g. "Housewives" on the radio).</p>	<p><u>Recommendation I.1</u></p> <p>1. A new series of 10 TV spots will have been developed and aired. Each spot will provide a distinct message to promote increased acceptance and correct method use. These spots will be designed based on formative research and field tested prior to the production stage. The ratio for Upper/Lower Egypt and Female/Male focus should be 7:3 in each case.</p> <p>The research and testing will include activities among the target groups to identify the reasons for incorrect method use, etc., and the appropriate themes and language to be used in the spots; and presentation of the storyboards for each spot to a representative sample of the target population.</p> <p>2. Family planning messages appropriate for rural men and women will be inserted into at least 8 radio and 5 TV programs. The messages will be based on the outcome of the formative research conducted under paragraph 1 above and the TV/radio programs will be selected based on target-group listener and viewer surveys.</p>	<p>Current spots only tested at working copy stage. Most pre-testing currently done in Lower Egypt or urban governorates.</p>

Recommendation	Benchmark	Baseline
<p><u>Recommendation I.2</u></p> <p>SIS should abandon the national, macro-level population growth and environment message in its IEC/FP activities (both mass media and interpersonal communication) in favor of themes which are more closely related to the perceptual capacities and concerns of the target groups. A general concern for women's health seems to be an appropriate vehicle for developing arguments in favor of birth spacing, although this needs to be confirmed by field research.</p> <p>SIS should hand over the responsibility for messages on national population policy issues to NPC.</p>	<p><u>Recommendation I.2</u></p> <p>All LIC staff involved in family planning as well as central staff will participate in a workshop specifically designed to replace the macro, population growth messages with messages more directly related to the everyday reality of target groups. This workshop will provide participants with a model discussion guide and practice in delivering the guide.</p> <p>SIS documents and activities will no longer contain reference to macro issues.</p>	<p>All LIC staff currently address macro issues in all forums. Local concerns are not sufficiently addressed.</p>
<p><u>Recommendation I.3</u></p> <p>SIS/IEC Center should obtain and distribute a suitable and adequate range of feature films for use by LICs in mass meetings.</p>	<p><u>Recommendation I.3</u></p> <p>All LICs will have at least 3 new feature-length films by the end of 1995. These films will be procured from existing sources and will not entail new production programs.</p>	<p>Scarcity of feature films for mass meetings. No new films distributed for past 2-3 years.</p>
<p><u>Recommendation I.4</u></p> <p>SIS should develop, produce and distribute print materials (posters, brochures) for illiterate and semi-literate women and men. This would involve the reprinting of existing materials already available with other agencies, such as the MOH set of method-specific posters and brochures for illiterate women as well as the production of new materials developed in close conjunction with the service-providing agencies.</p>	<p><u>Recommendation I.4</u></p> <ol style="list-style-type: none"> 1. A new poster will be designed based on formative research among target groups, and will be printed and distributed to all LICs and family planning service delivery points. 2. SIS will reprint and distribute existing USAID-funded MOH method-specific booklets and posters to all LICs and family planning service delivery points. 	<p>No new posters developed for many years. Present poster inappropriate.</p> <p>MOH posters presently unavailable at all service delivery points. No joint distribution facility.</p>

Recommendation	Benchmark	Baseline
<p><u>Recommendation 1.5</u></p> <p>SIS should continue its press-related activities but they should focus on readers in the target governorates through articles/insertions of local interest.</p>	<p><u>Recommendation 1.5</u></p> <ol style="list-style-type: none"> 1. SIS press officers will participate in the workshop in paragraph 1.2 above. 2. SIS press officers will develop and implement a workplan to refocus the messages from the macro- to the micro-level and away from high-level influentials towards village-level influentials. 	<p>SIS press activities focus on macro-issues even in local press. Some reporting on SIS activities.</p>

II. Local Activities

Recommendations	Benchmarks	Baseline
<p><u>Recommendation II.1</u></p> <p>LICs should be made responsible for developing their own annual and quarterly workplans based on local needs assessments/diagnostics conducted in conjunction with their local partners. These plans should state the support required from the SIS/IEC Center and should be agreed with the latter in workshop-type meetings in which all of the central technical staff are present.</p> <p>SIS/IEC Center technical departments should develop an action plan to support the regional workplans.</p> <p>The implementation of this recommendation will require training for regional and central staff in needs assessment, and planning/ programming and possibly for central staff in acting as a resource pool for LICs.</p>	<p><u>Recommendation II.1</u></p> <ol style="list-style-type: none"> 1. Ideally the 1994, and in all events the 1995 workplans will be developed by the LICs, based on a joint planning process with their local partners and in conjunction with SIS/IEC Center staff. 2. The SIS/IEC Center technical departments will develop and implement a consolidated 1994 and 1995 action plan to provide technical support for the implementation of LIC workplans. 3. SIS/IEC Center resource staff and LIC family planning staff will participate in at least one training workshop on needs assessment, planning and programming. 	<p>Workplans currently based on standard model issued by SIS/IEC Center. No institutionalized needs assessment/ strategic planning exercise.</p> <p>Center performs monitoring role. Technical interventions initiated by center.</p>
<p><u>Recommendation II.2</u></p> <p>SIS/IEC Center and LICs should work together to identify, design and develop local audiovisual materials.</p>	<p><u>Recommendation II.2</u></p> <p>SIS/IEC Center audiovisual production will, in conjunction with LIC officers, develop and implement a workplan for the production of individual local audiovisual materials for each of the current 8 villages under the selected villages project.</p>	<p>Only local audiovisual materials now done in Minia.</p>

Recommendations	Benchmarks	Baseline
<p><u>Recommendation II.3</u></p> <p>The lessons of the Minia Initiative should be developed and built upon through the Selected Village approach to include all governorates but with special emphasis on Upper Egypt. Selected Village action plans should be developed by the LICs themselves in conjunction with their local partners and activities designed based on a village-level assessment involving the target population.</p> <p><u>Recommendation II.4</u></p> <p>LICs should continue their workshops for local male influentials and religious leaders, but they should be enhanced by</p> <p>a) the development of workshop modules for local leaders based upon specific objectives for various categories of leaders (e.g. religious leaders, social workers, youth leaders, etc.) rather than basing them on the current standard workshop design;</p> <p>b) the development of a resource-pool of competent speakers selected after participation in TOT workshops and on-the-job evaluations; and</p> <p>c) the use of appropriate teaching aids such as wall charts, flip charts, models, etc.</p>	<p><u>Recommendation II.3</u></p> <ol style="list-style-type: none"> 1. Select Village Projects will be implemented in all LICS located in non-urban governorates (4 in Upper Egypt, 2 in Lower Egypt) based on locally developed action plans using participatory rapid assessment techniques. 2. Simple tracking systems which do not require sophisticated baseline research will be developed and implemented as well as formative evaluation plans. <p><u>Recommendation II.4</u></p> <ol style="list-style-type: none"> 1. Workshop modules will be developed and implemented for each of the types of local influentials participating in LIC workshops (e.g. male elders; male labor union leaders; youth workers). 2. Local resource persons used by LICs in at least 8 governorates (5 Upper Egypt, 3 Lower Egypt) will participate in a TOT workshop designed to develop their presentation skills. 3. The quality of the delivery of all resource persons in the above 8 governorates will be evaluated using observation guides and a core group selected based on objective performance criteria. 4. All LIC workshops will be conducted using simple teaching aids. 	<p>Select village plans currently developed at inter-agency level but not at village level with target-group participation.</p> <p>No modules at present, only standard outline. Workshops do not have specific objectives based on target groups reached by participants.</p> <p>Resource persons give lectures. No evaluation of quality or selection based on quality.</p> <p>No appropriate teaching aids.</p>

Recommendations	Benchmarks	Baseline
<p><u>Recommendation II.5</u></p> <p>Workshops for women influentials should be designed to provide them with family planning counseling skills in order to equip them for making an efficient contribution to bridging the gap between acceptance and sustained practice.</p> <p><u>Recommendation II.6</u></p> <p>LICs should continue to organize mass meetings and activities targeting men using more indirect approaches such as discussions around feature films, local theater groups, <i>zagal</i>, etc., as opposed to long lectures.</p> <p><u>Recommendation II.7</u></p> <p>LICs should develop alternative strategies for enlisting the support of men and promoting a husband/wife dialogue on family planning. These strategies should be developed based on local assessments and might include approaches such as developing village-level male communicators.</p>	<p><u>Recommendation II.5</u></p> <p>The MOH counseling module will be implemented in all workshops for women influentials.</p> <p><u>Recommendation II.6</u></p> <p>All LICs will immediately start producing narrative reports specifically on their mass meetings in which they will describe the activities of these meetings, and will implement one new "enter-educate" activity per meeting.</p> <p><u>Recommendation II.7</u></p> <p>Each LIC will be implementing at least one new approach to reaching men through interpersonal communication (this does not include mass meetings, discussion meetings, etc).</p>	<p>Women influentials not provided with appropriate skills to promote family planning practice with illiterate, rural women.</p> <p>Mass meetings generally conducted as a series of lengthy lectures with no time limit placed on speakers. Very little use of approaches appropriate to local population.</p> <p>Men only addressed through mass meetings and discussions, and other conventional means.</p>

III. Inter-Agency Coordination

Recommendations	Benchmarks	Baseline
<p><u>Recommendation III.1</u></p> <p>SIS should organize a semi-annual national IEC/FP meeting (attended by all family planning service and message providing agencies) starting as soon as possible to share its past activities and future plans with its counterparts. This meeting will need to be very carefully designed and facilitated in order to succinctly present SIS activities in an attractive manner and to avoid lengthy presentations. In this way SIS will take the initiative to promote information exchange and coordination, as well as the sharing of materials. These meetings might lead to the development of an informal IEC working group to coordinate the development, production, and shared distribution of TV, video/film, radio, and print materials. Attendees should have appropriate IEC skills and responsibilities within their respective agencies.</p> <p><u>Recommendation III.2</u></p> <p>LICs should take the lead in initiating governorate-level coordination groups to analyze, discuss and assess local issues and problems and develop joint strategies to address them. The work of these groups would be substantially different from that of local NPC offices and would contribute to the efficiency of the latter. These coordination group meetings (which would in all events be a natural output of the implementation of recommendations II.1 and II.3) will probably require some initial facilitation.</p>	<p><u>Recommendation III.1</u></p> <p>SIS will convene an information meeting at least semi-annually with appropriate representation.</p> <p><u>Recommendation III.2</u></p> <p>Local technical working groups will meet at least quarterly.</p>	<p>Minimal resource or information sharing at present. USAID-funded materials not put to full use.</p> <p>Some interventions counter to prevailing message objectives.</p> <p>Some apparent interest in working on informal information-share level outside of policy focus.</p>

Annexes

Annex A

Evaluation Scope of Work

A. ACTIVITY TO BE EVALUATED

Project: Population/Family Planning II (263-0144)
Subproject to be evaluated: The Information, Education, and Communication (IEC) Subproject of the State Information Service (SIS) of the Ministry of Information (MOI)

PACD OF SUBPROJECT: 5/31/93

TA Contractor: Johns Hopkins University/Population Communication Services (JHU/PCS) and its previous subcontractor, the Academy for Educational Development

Period to be Evaluated: January 1989 to present

Period of Evaluation: Five weeks (in Egypt) during the period March - April, 1993, commencing March 28, 1993.

Project Purpose: To increase family planning and contraceptive awareness and practice through mass media and interpersonal communication.

B. PURPOSE OF THE EVALUATION

The purpose of the evaluation will be to assess the progress of the Information, Education, and Communication (IEC) Subproject toward meeting its stated outputs and project purpose, to identify significant lessons learned and to provide baseline data from which to set benchmarks for the follow-on project.

C. BACKGROUND

Egypt's annual population growth rate, currently reported by CAPMAS to be 2.33 percent, remains one of the central constraints to Egypt's economic growth. Nevertheless, family planning activities have achieved substantial success in recent years: contraceptive prevalence was measured by the CAPMAS survey in 1991 at 48 percent and the total fertility rate was estimated to be 4.5 for the 5-year period prior to the survey. In addition, knowledge of family planning is virtually universal in all regions of Egypt.

active outreach strategies and more recognition of the growing and critical role of the Egyptian male to the family planning program (Attachment 3).

In order to achieve the project purpose of increasing family planning knowledge, contraceptive awareness and practice through the mass media and interpersonal communication, the following outputs were planned:

- a) Mass media family planning messages tailored to the needs of target audiences; these messages emphasized through TV spots, contests and short documentaries, radio spots, programs, and inserts on three central and six local stations.
- b) A new TV serial social drama, "As the Nile Flows on" produced.
- c) Local governorate activities intensified and diversified, with a special emphasis on the utilization of religious leaders and local influentials.
- d) Informal print material and posters produced and distributed to support IEC campaigns.
- e) Research, evaluations and surveys utilized to guide the development of an integrated mass media strategy.
- f) Press coverage of population and family planning events and issues accelerated.
- g) Human and technical resources upgraded at the central and local offices of the SIS.

Since the beginning of this grant, mass media and interpersonal communication activities have been conveying various family planning messages directed at certain issues such as the advantages, proper use and side effects of contraceptives. These activities have also combated misinformation and rumors on various family planning issues.

The SIS/IEC center also has been providing family planning clinics, centers and local SIS offices with video tapes and other IEC materials produced by the center.

A recent publication of the SIS/IEC Center entitled "The Challenging Task of Family Planning" provides critical highlights on its work within the context of family planning in Egypt (Attachment 4).

The Information, Education and Communication (IEC) Center was established in February 1980. Administratively, it is a part of the State Information Service (SIS) which comes under the Ministry of Information. Since 1980 and through a management by objectives approach, they have succeeded in reaching out to the community, both at the central and local levels, through mass media, press and interpersonal communications. The SIS/IEC center has 56 affiliated local offices which are located in all governorate of Egypt; they are responsible for all IEC decentralized activities.

The major role of the SIS/IEC Center is to inform and educate the public on population issues and on family planning. The IEC Center complements the work of other health and family planning organizations. Its main objective is to increase the current use of contraception in order to space or limit births and thereby improve maternal and child health in Egypt. In order to reach this objective, the IEC center uses both mass media and interpersonal communications.

A Sector Assessment was done in 1982. It recommended better distribution of materials, more cooperation between Egyptian family planning agencies, and improvement of quality and proper pretesting of IEC materials. Further details are provided in Attachment 1.

In February 1986 a mid-term assessment, of the USAID's Population Program in Egypt, was done. This assessment recommended continuous development and use of message framing methodology which addresses the concerns of different socio-economic levels and regions of the country. The assessment indicated the necessity of establishing a formal linkage between the SIS/IEC center and other FP agencies. The SIS/IEC center should increase its reliance on Egyptian private firms experienced in advertising and public relations (Attachment 2).

In 1988, USAID approved a three-year (1989-1991) grant to the State Information Service (SIS) to support the SIS/IEC Center in the amount of LE 7,856,796 and \$760,000. This was extended to December 1992 and subject to availability of funds will be extended again to May 1993. To date, the total amount committed for this subproject is LE 7,378,004 and \$745,505 for foreign training and vehicle procurement.

Just as the current grant was beginning in 1989, a third Sector Assessment complemented the findings of the 1982 and 1986 Assessments. The 1989 assessment acknowledged the improved performance of the SIS/IEC Center in the form of well designed messages presenting family planning as an integral part of every day life. It recommended more coordination among various Egyptian family planning programs, more effort in Upper Egypt through

Statement of Work

- Task 1 For the current four and one half year grant (1989-93) as described above, to what extent did the 1983 Population/Family Planning II project and SIS/IEC subproject follow through and extend the IEC findings and recommendations of the Family Planning Assessments done in 1982, 1986 and 1989. Determine the extent to which the SIS/IEC subproject under its current grant is meeting its goal and objectives. Have the planned outputs been produced?
- Task 2 A major emphasis of the project has been on reaching rural Upper Egypt with innovative IEC approaches. To what extent have the interpersonal IEC activities at the governorate level in Upper Egypt with local religious leaders and influentials been effective? How successful has the pilot activity in the Upper Egypt Governorate of Minia been in decentralizing and coordinating IEC resources of all subprojects presented at the governorate level?
- Task 3 Reaching illiterate, poor women with the right information poses special challenges. To what extent has the project been effective in reaching this group?
- Task 4 The 1989 Sector Assessment encouraged more attention to the growing and critical role of the Egyptian male to the family planning program. To what extent has the SIS/IEC subproject addressed this target group through mass media and interpersonal approaches.
- Task 5 To what extent has the SIS/IEC project been effective in maximizing the utilization and dissemination of the material which it has developed, both within its own organization at the central and local levels, and in other organizations such as the Ministry of Health (MOH), the National Population Council (NPC), Ministry of Social Affairs (MOSA), etc. To what extent has the IEC center functioned as a technical resource in IEC for such other organizations? To what extent could it and how (e.g. publicity about its services)?
- Task 6 How effectively has the SIS/IEC subproject utilized available research reports and surveys, as well as its own research, e.g. baseline surveys done during the year 1992, in the development of a comprehensive national IEC strategy? What is the possibility of implementing such a strategy in the Population/Family Planning III Project?
- Task 7 A major challenge to the development of the Egyptian family planning program is closing the gap between the promotion of family planning knowledge/acceptance and the encouragement of increased use that is also safe and effective. How has the SIS/IEC project addressed this challenge?
- Task 8 Correct contraceptive use, particularly of oral contraceptives and IUDs, is a goal of the Egyptian family planning program. What strategies has the subproject developed to address this issue? Have the strategies been implemented? If yes, what are the results of their implementation?
- Task 9 Consider the possibility of have a national IEC coordinating body, and its possible institutional base (SIS/IEC, the NPC, or a committee formulated from both and representatives from other projects). Does the SIS have the institutional capacity to fulfill this role? Would it be desirable for it to do so?
- Task 10 Based on the findings from Tasks 1 through 9, define the baseline and project benchmarks for the follow-on project.

Annex B

List of Persons Contacted

USAID

Dr. Carol Carpenter-Yaman, Director, Office of Population
Dr. Tawhida Hamdi Khalil, Project Management Specialist
Arthur Braunstein, Population Development Officer
Marilynn Schmidt, Population Development Officer
Randall Parks, Evaluation Officer

SIS/IEC Center

Mme. Sawsan El Bakli, Director
Mohamed Touhami, Media Specialist
Mahmoud Simida, Training Officer
Afef Fahmy, Radio Officer
Nafissa Mustafa, Research Officer
Salah Alouane, Local Activities Officer
Ezz El Marsafi, Cinema Officer

NPC

Dr. Maher Mahran, Secretary General
Gamal El-Nahas, Technical Director, Population Information Center

MOH

Dr. Hassan al-Gabely

Persons Met During Field Visits:

Minia

SIS Local Information Center

Kamal El Bagouri, IEC Officer
Mrs. Maha
Moustafa El Hussein
Mr. Idris

NPC Local Office

Aly Maher, NPC Coordinator
Mohamed Amin, IEC Officer
Hamdy Attalah
Haythem El Beblawy
Mr. Mahmoud

Samir Kbamis, PCS Field Coordinator

CSI Clinic

Mohamed Ezzat Salah El Din, Director
Dr. Afaf, Senior Physician
Mrs. Fayka, Outreach Supervisor
Ms. Amira, Social Worker

COC Church Clinic

Father Kourolos, COC Church Clinic Director
Dr. Afef, Physician
Father Antonious, Church Director
Ms. Samia, Social Worker
Ms. Magda, Social Worker

Toukh El Kheil Health Center

Maha Moustafa Metwally, MOH Physician
Village women

Director, staff and local officials, Bayho Youth Center
Father Sedarous, Head of Tadrous Church
Sheikh Mohamed Abdel Meguid, Head of Islamic Federation, Minia governorate
Hhamed Syed Khalil, EFPA
Ragaa Mohamed, Women's Committee
Gamal El Shenawy, MOH

Aswan

SIS Local Information Center

Abdel.Moneim Adam, Aswan Regional Director
Abdel Fattah Moussa, Deputy Director, Aswan Region
Mohamed Beshir, Aswan LIC Director
Layla Ibramim, IEC/FP Officer
Mohamed Hussein, Media Center

EFPA Clinic

Azza Abou El Magd, Social Worker
Samir Ouf, Director of FP project, MOH Aswan
Director and staff of Badr Youth Center
Director and staff of CSI clinic
Director and staff of El Nasria health center
Officials and citizens of Benban village

Luxor

SIS Local Information Center

Mohamed Abdel Dayem, Director
Dr. Madiha, Deputy Director

Miss Asmaa, IEC/FP Officer
Salem Abou Zeid, Public Relations Officer

Dr. Hashem, Director, Luxor Hospital
Khayri Mohamed Gabr, Director, MOH
Mounir Sabry, Health Educator, MOH
Hassan Elyan, Health Services Manager, MOH

Governor of Luxor

Ismaila

SIS Local Information Center

Mrs. Wagida, Director of Nile Center
Mohamed Fouda, LIC Director
Wafaa El Arabi, Media Specialist
Mr. Mahmoud, Media Specialist
Mrs. Salwa, Financial Specialist
Mohamed Metwally, NPC Coordinator

El Mahsama village

Mohamed Abou Serii, Local government official
Mohamed Issa, Village secretary
Abdel Hamid Selmy, Head of local council
Ibramim Aly, Agricultural engineer
Dr. Hassan, MOH health unit
Staff, Canal University Family Health Center

Villagers and officials of Abou Elian
Staff and volunteers of EFPA mobile services project in Abou Elian village

Annex C

Mass Media Evaluation Instruments
and Tables

TV Spots (1989-92) by Main Message Area, Method Focus,
Regional Setting, and Overall Tone

	1992 Spots	Doctor's Diary-II	Doctor's Diary-I	1989 Spots
Total Spots	10	10	11	10
<u>Main Messages:</u>				
-Proper methods/correct use	3	4	6	3
-Male involvement/responsibility	3	5	2	
-Danger of early marriage/ pregnancy	1		1	1
-Macro and non-FP issues, eg. child labor, male child preference, etc.	1	1		3
-Danger of rumors		1	2	2
-Benefits of birth spacing	1	3		3
<u>Method Focus:</u>				
-IUDs	1	2	1	
-Orals	2	1	5	
<u>Regional Setting:</u>				
-Rural	3	6	3	2
-Urban	7	4	6	6
<u>Overall Tone:</u>				
-Solution at hand	1	6	8	5
-Learn from others' mistakes	4	3	1	3
-Fear/guilt/doom inspiring	5	1	1	2

**Summary of SIS Studies on Media Activities
1987-1992**

Year	Study	Purpose	Sample Size		Sample Areas	Major findings
			men	women		
1992	Radio Spot Post-tests	Evaluate audience acceptance and understanding of radio messages	104	104	Urban and rural areas -fishermen -workers	1. Message succeeded in reaching semi- and illiterate target audience in all regions 2. Messages were informative
1992	Pre-test of TV spots	Measure impact of TV spots	57	57	1.Sharkia- urban and rural. 2.Menoufia- urban and rural 3. Ismailia- rural 4.Minia- rural 5. Fayoum 6. Cairo -Helwan -Union of arab laborers -Dokki	1. Target audience understood the plots and subplots of the spots 2. Messages were clear

Year	Study	Purpose	Sample Size		Sample Areas	Major findings
			men	women		
1992	Preliminary assessment of the And The Nile Flows On	Preliminary evaluation to assess impact and reactions of target audiences.	150	150	Cairo - Giza Sayeda Zeinab, Bein el Sarayat, Dar el Salam, Wayly, Helwan, Sharabia, Shoubra el Kheima, Dokki, el Haram, Nasr City, 6 October, Imbaba, Cairo University Clubs: el Seid, Heliopolis, el Shams + Governorates: Alex, Gharbia, Dakahlyia, Damietta, Sharkia, Port Said, Suez, Isamilia, North and South Sinai, Fayoum, Beni Suef, Minia, Sohag, Qena, New Valley	1. Majority of target audience saw the message behind the drama. 2. Drama series are preferred by the audience.
1991	Post-test TV spots- Part II, Doctor's Diary	evaluate spots campaign and its success in reaching target audience				As with Part I, Part II showed positive results and increased level of awareness among target audience.
1990 1991	Evaluation of SIS-produced films- 1. A day in the life of a happy family. 2. The Loom 3. Danger 4. Ghalya's Way	1. To measure target audience understanding of messages and message clarity.	75	75	1. Sohag- urban and rural 2. Beni Suef- urban and rural 3. Gharbia- urban workers and rural 4. Suez- urban and rural	1. Audience recalled the films. 2. They understood main and secondary messages.

Year	Study	Purpose	Sample Size		Sample Areas	Major findings
			men	women		
1990	Audience attitudes to audio/visual programs 1990	<p>1.To find out how the audience accepts radio and TV programs, spots, and dramatic films dealing with population problems.</p> <p>2. To find the best prime times for airing media message.</p> <p>3. To find out how well these programs develop audience awareness of the population problem, and accordingly modify their behaviour.</p>	1200	1200	Cairo,Suez, Sharkia, Kafr el Sheikh,Behera Fayoum,Assiut, Sohag,North Sinai	<p>1.People are aware of population problems.</p> <p>2. Information about fp and fp centers, side effects of fp methods, and mens sharing in decision making of fp are not well handled by TV and radio programs.</p> <p>3. The clear religious opinion in fp efforts must be included in fp programs.</p> <p>4. Spots and drama plays are the most popular form for fp message.</p>
1990	Evaluation of LIC activities	An evaluation of interpersonal communications' activities done by LIC countrywide	LIC Dirs	LIC FP Officers	countrywide	<p>1. LICs succeeded in reaching the target audience and increasing their awareness and understanding of fp concept.</p> <p>2. Recommendations include:</p> <p>a.Write job descriptions for LIC staff.</p> <p>b.Prepare comprehensive human development program.</p>
1990	Post-test of TV spots- Part I Doctor's Diary	Evaluate spots campaign and its success in reaching the target audience six months after airing	400	400	Alex,Behera,Kafr el Sheikh, Ismaïlia, Qena, Sohag,Fayoum,and 4 districts in Cairo-Boulak,Imbaba,Bab el-Shairia,Helwan	<p>1. Spots had positive effects on the target audience.</p> <p>2. FP concept relayed in very simple words</p>

Year	Study	Purpose	Sample Size		Sample Areas	Major findings
			men	women		
1990	Evaluation of short features. 1. Long race 2. Dr. Karima 3. Very urgent 4. I.D.	1. To determine the clarity of plots and subplots. 2. To see if the films' messages are realistic. 3. To see if audience accepts films' message	100	100	Qena,Gharbia,Port Said, Beni Suef, Behera, Suez	1.The target audience stressed positive and illuminating fp messages. 2. They stressed need to avoid sad stories and sad endings. 3. They asked for more semi-dramatic films dealing with population. problems.
1989	Natural opinion leaders and their credibility in rural areas	Measure credibility of natural opinion leaders and their roles in the various stages of FP decision making	3000	3000	Port Said, Damietta,Dakahlia Suez, Beni Suef, Minia,Qena,Behera Ismaïlia, Gharbia,Menoufia,Aswan, Sohag, Fayoum	Natural opinion leaders must have social approval as well as ability to transfer accurate information to the rural population and make them feel its importance and practicality.
1989	Study of obstacles affecting use of contraceptives and rumors affecting FP acceptance		250	250	Upper and Lower Egypt	-awareness of FP (90%) -actual users of contraceptives (38%) -reasons for gap : 1. Husbands want big families 2. Religious belief 3. Rumors on contraceptives use. 4. FP field-workers are the sources of rumors especially in rural areas.
1988	Zenana TV Spots- public opinion survey	Evaluate Zenana campaign	912	877	Cairo,Alex, Sharkia,Souhag, Assiut, Kafr el Sheikh,Behera, Fayoum	Spots reached 99.9% of the sample

Year	Study	Purpose	Sample Size		Sample Areas	Major findings
			men	women		
1988	Measurement and evaluation of the effect of SIS media activities	1.Measure effect of media activities on increased use of fp methods 2.Compare the results of this study with those of a similar study made 1982	130 families	+258 opinion leaders	Cairo,Alex rural and urban areas in Upper and Lower Egypt	-7% growth of pop. problem awareness level (82-88) -higher awareness of FP methods. -TV most effective medium -Opinion leaders (esp. local leaders) have good knowledge of FP methods and effective roles in their areas.
1988	FP Information through press competition	Measure public awareness of pop explosion and its effect on Egyptian development	5000 male and female		countrywide	Important to address media messages to semi- and illiterates, especially in rural areas and Upper Egypt
1988	Egyptian FP awareness and practice	1.Determine FP decision-making process	250	250		1.Still there is misunderstanding of FP concept 2.Wide pre-disposition to accept FP 3. Important to transfer more accurate information to widen public understanding of the pop. growth.
1988	Newspaper and magazine readership and local and national radio station listeners in Upper Egypt	Identify preferred national and local radio stations and favorite press subjects	500	500	Upper Egypt: 59.3% urban 37.8% rural	1.Most popular station is North Upper Egypt Radio (63.2%) 2.Local radio should not be relied on alone to carry FP message, but must be combined with interpersonal communication.

Year	Study	Purpose	Sample Size		Sample Areas	Major findings
			men	women		
1987	Summary of key findings in past studies	Present recent media analysis to A/V staff to improve message credibility and persuasion			countrywide	

Timeline of SIS Media Productions, 1987-1992

1. Television

1987	1988	1989	1990	1991	1992
<ul style="list-style-type: none"> -For All the People -Held At -Americanas Spots -Women Magazine -Family and Future -The Camera Knocks at Your Door -The Camera Was There -Health Magazine -Read, Think, Smile -Health in Your Hands -Five Minutes for Your Health -Your Private Dr. -Behaviors -Americana Cartoon Spots -My Life -Crowds -Aziza and Her Mother 	<ul style="list-style-type: none"> -Reportage By Camera -They Said "Alaraay Elmathel" -Population, Population -Protection Means Treatment -To the God -Around The World -Yesterday, Today and Tomorrow -Your Life With Health -Our Good Land -Of Our Country -My Life -Woman's Magazine -TV Magazine -Health Magazine -Stop, Dangerous For Your Life -Upper Egypt and Lower Egypt -Sehatek Bil Donya -Your Private Doctor -For All people -Five Minutes For Your Health -For You and Your Family -Crowd -Ahlan Washlan -Camera Knocks at Your Door -Open Door -Reportage By the Camera -They Said Before "Alaraay el Mathal" -World Population, Population -Protection, Means, Treatment -To the Goal -Around the World 	<ul style="list-style-type: none"> -Zenana -Art and Life -TV Magazine -Behaviors -On the Road -If I Were Responsible 	<ul style="list-style-type: none"> -A Dr.'s Diary -Smile of Hope -Face the Facts -Women's Magazine -Towards the Goal -World Population -Your Private Doctor -Five Minutes For Your Health -For You and Your Family -For Every New Couples -Women -Hazard, Hazard -Cafe Chat -Changeable World -Galya's Way -Our Good Land -For All People -Crowds, Crowds -Mini Parliament 	<ul style="list-style-type: none"> -A Dr.'s Diary -A World of Population -All the People -For Newly Wed Couples -ID Card -Women's Magazine -Hazard, Hazard -Letters and Figures -Ghalya's Ways -Working Woman -Your Private Doctor -Five Minutes for Your Health 	<ul style="list-style-type: none"> -A Dr.'s Diary, Pt.II -And The Nile Flows On -Waa - Waa -(Ramadan Quiz) -Your Private Doctor -A Shot and a Title -All the People -Crowd -For Every New Couple -Hazard, Hazard -Women's Magazine -Towards the Goal -People's World -For Egypt -Five Minutes For Your Health -Letters and Figures

2. Radio

1987	1988	1989	1990	1991	1992
<ul style="list-style-type: none"> -The Family Doctor -Working Women -Just Two Words -Visit to Fullan's Library -Witness On Age -Between the Radio and the Audience -Whispers -Good Morning -Microphone's Eyes -Five Minutes for Your Health -For You, Egypt -Colors -One Minute, Please -Under Twenty -Congratulations -International Visa -Human Sciences -Economic Thought -Men and Development -Culture for All -Set Eldar -For Better Life -Our Countryside -Islamic Magazine -AV Clubs -Prosperous Society -Air Magazine -Sonaa Baladna -A Zariya -Thursday Meeting -Microphone's Visit 	<ul style="list-style-type: none"> -A Natives Opinion -A Doctor on Air -Stars and Prizes -With the Family -Religion and Life -Microphone's Visit -Case for Discussion -Friday Evening -Youth of Cairo -Greater Cairo's Paper -Cairo 2000 -Greater Cairo's Countryside -Cairo's Workers -Items on Air -Good Morning Cairo -Just a Minute, Please -Happiness Way -Cairo's Eve -Health and Community -Parents and Sons -Food for Every Mouth -This is Egypt -Youth for Good -Country, Country -Sports Stars -Reportage -Youth Ask -With Countryside People -On the Rabab -A Tour in FPC -A Word in Your Ear -Friends Meeting 	<ul style="list-style-type: none"> -Trees of Love -Daily Adventures of Farahat -There's No Time for Regrets -Good Morning -Companions and I am With Them -A Case for Discussion -Witness on the Age -Microphone's Eyes -Abd el Mawgoud Wants a Grandson -Agabi -Beit Elmasri -Bells of Danger -Talk From the Heart -Game of Destiny -There Is No Shade Under the Pyramids 	<ul style="list-style-type: none"> -Who Is Laughing at Whom -Birds Without Nests -Generations -Hallos -Boustan el Shook -Man and Cat -Only Two Words -Who Is Laughing About Whom -Strangest Cases -Fields of Science -The Singer -Moftah's Yard -Women Don't Do That 	<ul style="list-style-type: none"> -Mrs. Saadiya of Egypt -Hope Returned -Abu el Fawaris -Samia's Case -Knowledge Dictionary -Fate -El Moalim Chico We Awladoh -Right Is Right and Wrong Is Rejected -Tagasim -El Agle Zena -Bells of Danger 	<ul style="list-style-type: none"> -Giza el Ahali el Haiy -Astibdal Marzouk Abdel All -Ghaltit Omar -Mosaad Wi Hania Hawl el Kora el Ardia -Sarkhit Ihtigag -Kolah Ela Kida -Alkalam Alsalim Aan Elnaswa al Tanzim -Al Hal Andik Wa al Guiza Andi -Mean Fina el Ghaltan -Bells of Danger -Kekayat om Ibrahim Elfar -Aalit Kaydahom Wa Shorakahom -Al Ragil We Elhilm Elmostahil -Agaza Walakol al Agazat -Kan Yamakan Fi Donya el Sokan -Shakal Lil Egar -Quadia Fi Oghnia -Balagh an Mawlood -Wardit al Sabahia -Alwahm -Family Health Week -Awards Giving Ceremony -Coverage of Celebration of Karima Moukhtar

2. Radio (cont'd)

1987	1988	1989	1990	1991	1992
<ul style="list-style-type: none"> -Folklore -Friendly People -Region's Writer -People's Symposium -Countryside Girl -Labourer's Youth -New Family -On the River Nile -Alf Salama-Dar el Hana -A Date Out of the Clinic -Zagrouta Fi Darna-Workers of Our Country -Village Club -Weekly Meeting -With People -A Word that Concerns You -Our Lives Between Koran and Sunna -Bride By Computer -Magician Love -Always Love 	<ul style="list-style-type: none"> -Om el Hana Stories -Islamic Rules -Mid Delta Youth -House Wife -Letters on Air -With Countryside People -Alex Magazine -Reportage (Alexandria)-Hamedo -With Youth (Alex) -Dialogue with Nine -Responsible Figure -A Woman Who Does Not Know the Impossible -The Green Door -Heritage -Sultan's House -Birds Without Nests -A Grandson Is Wanted -Dawn of Safety -Uncle Hamam -King of the Video 				

3. Video

1987	1988	1989	1990	1991	1992
<ul style="list-style-type: none"> -For All People -The New Communities -Held A -Health at Your Hands -Women Magazine -Crowds -The Camera Was There -Welcome -Dear Audience -With Youth -Issue for Discussion -Family and the Future -Behaviour 	<ul style="list-style-type: none"> -Health Program -Yesterday, Today Tomorrow -Danger -Precious Road -Occasions -Fatwa 	<ul style="list-style-type: none"> -Yesterday, Today, Tomorrow -Health Magazine -Your Private Doctor -For All People -Crowd -For Her and He -Trick You by Saying Information Seminars -Symposium -Information Campaign -Copies of TV Spots -To Copy VHS of Document Drama 	<ul style="list-style-type: none"> -Puzzling Question -World Made of Paper -Crowd, Crowd -Reportage -Your Professor Doctor -For All People -Woman's Magazine -Face Facts -Health and Women -Family Physician -Smile of Hope -U. and L Figure -5 Minutes for Your Health -For Every Newly Married Couple -Population World -Numbers and Letters 	<ul style="list-style-type: none"> -100 Video Tapes Reproduced to Be Distributed by SIS Offices -Printing Copies of 1989 Spots for Alex and Canal TV Channels to Be Aired in Channels 4 and 5 	<ul style="list-style-type: none"> -Zagal Evening Show -And The Nile Flows On -Printing 12 Video Tapes (VHS) Containing the Center Activities -Recording : <ol style="list-style-type: none"> 1.Sch Contest Awards Giving Certificates 2.Celebration Held in Honour of Karima Moukhtar 3.Symposium on And the Nile Flows On 4.Minia "Family Health Week"

4. Cinema

1987	1988	1989	1990	1991	1992
<ul style="list-style-type: none"> -The Egyptian Woman -Set el Dar -Stories From Kaha -Why Cairo -The Working Woman -A Lost Child -The Visit -The First Lesson -Al Khosse -Cinema of Life -Quick Sands 	<ul style="list-style-type: none"> -A Sudden Encounter -Dr. Khadra -Ghalya Way -Danger 	<ul style="list-style-type: none"> -The Long Race 	<ul style="list-style-type: none"> -The Loom -A Day in the Life of a Happy Family -Id -Very Urgent 	<ul style="list-style-type: none"> -A Day in the Life of a Happy Family -Film Copying -125 Copies of the Doctor's Diary -125 Copies of the Loom 	<ul style="list-style-type: none"> -Special Copying -295 Slides For USAID Cairo -20 Copies of SIS Shorts for Cinema Houses in Governorates -475 Slides to Agencies Engaged in FP Activities

5. Printed Materials

1987	1988	1989	1990	1991	1992
50,000 copies of following booklets: -SIS/IEC Center Information -FP in Islam in Jurisprudence -Excerpts from Dr. H.M. Speeches -Facts and Information about Religion, Health and Social Aspects in FP -Individual and family in Islam -Message to Every Family (cartoon) -Billboards -Posters -Exhibit -1988 calendars and diaries	-calendars and diaries -Ramadan prayer cards -Facts and Figures -2000 invitation cards -Islam and Individual -Technical specifications for poster contest	-Renewed 50 billboards -Distribution of existing material -1990 wall calendar -Desk diaries -1990 pocket diaries -Islam on FP	-War of the Nineties -Discussion Guide for Films "ID" and "Very Urgent" -Mobile Exhibition -Invitation cards and folders for Symposium on "Quality of Men: The Challenge of the Nineties" -Reprint 20,000 copies of Islam on FP -45,000 copies of booklet "FP Questions and Answers" -Wall calendars for 1991 -Pocket diaries for 1991 -Desk diaries for 1991	-Reprint 10,000 copies of booklet "War of the Nineties " -Print SIS/IEC Ctr. stationary -Renew SIS/IEC Ctr. exhibition with newly printed materials -10,000 copies of booklets "Economic Dimensions of Population Problem " -Calendar, agendas, desk and pocket diaries of 1992 -800 questionnaires for post-testing 1991 TV spots	-Print two issues of IEC Newsletters -Leaflet on SIS/IEC activities -Booklet in English on SIS/IEC Ctr. -Booklet on the Islamic Stance towards FP -Promotional materials of new year 1993 (agendas, calendars etc) -Population Panorama

6. Press Activities

Titles	1987	1988	1989	1990	1991	1992
News Items	264	440	545	311	357	260
Studies	2	33	32	38	54	32
Reports	18	10	18	59	100	99
Essays	49	327	332	289	173	131
Cartoons	17	156	247	274	85	109
Interviews	7	21	52	23	39	57
Letters to the Editor	6	41	28	18		
Events Coverage	36	46	33	56		
Advertisements	89	5	19	2		
Investigative Reports	7	103	141	111		
Fatwa		4				
Referendum			1			
Magazine			3			
Symposium						

Annex D

Questionnaire for Religious Leaders

Purpose of survey

SIS local offices devote a considerable amount of their time and energy to developing a cadre of religious leaders to communicate favorable messages with regard to family planning.

These leaders attend the standard 3-day SIS workshop for influentials and are then called upon to address mass meetings and speak on Islam and FP at other workshops. Most of the religious leaders encountered were trained locally, although a substantial number had participated in a workshop at the Institute for Training and Research in Family Planning in Alexandria. Those who attend the Alexandria workshop receive some training in workshop facilitation methods (although the workshops are only 4 days in duration).

The purpose of the survey was to gather information on how these religious leaders evaluated the quality of the training received and how they used the information/skills acquired in order to assess the extent to which they contributed to achieving SIS objectives promoting FP practice.

The survey was never intended to be "scientific" but simply to provide an indication of the opinions of the religious leaders working with SIS on the quality and usefulness of the workshops attended and the extent to which the information/skills acquired were subsequently used.

Respondents

The respondents were religious leaders selected by LIC staff in each of the towns visited. As a result, this may in no way be considered to be a random sample. The questionnaire was administered to a total of 30 respondents in 4 towns (Minia, Aswan, Luxor and Ismailia).

Questionnaire

The questionnaire was designed in English and translated into Arabic. It comprised a total of 26 questions. Both versions are provided in this Annex.

The remainder of this Annex provides a compilation of the results as well as a sample of the questionnaire.

Questionnaire for Religious Leaders

Compilation of Results

Question 1: Number of respondents having attended LIC-organized meetings

Minia	3
Aswan	8
Luxor	12 (one respondent had never attended)
Ismailia	6
Total	29

Question 2: Number of LIC-organized meetings attended by respondent

	<u>0</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>»3</u>	<u>No response</u>
Minia				3		
Aswan		2	1	5		
Luxor	1	3		3	5	
Ismailia			1		4	2
Total	1	6	1	11	9	2

Question 3: Other participants in meetings attended by respondents

	<u>Religious Leaders</u>	<u>Social Workers</u>	<u>Doctors</u>	<u>Workers/Farmers</u>	<u>Others*</u>
Minia	2				1
Aswan	5	2			2
Luxor	10	3	7		3
Ismailia	5		1	6	2
Total	22	5	8	6	8

* Includes: merchants, media people, teachers, influentials

Question 4: Topics included in agenda of meetings attended

	<u>FP</u>	<u>Pop.</u>	<u>Health</u>	<u>Relig. View</u>	<u>Econ. Issues</u>	<u>Other</u>
Minia	3	1		1		
Aswan	3	4		3		2
Luxor	5	1	4	3	2	3
Ismailia	6	5	3		2	1
Total	17	11	7	7	4	6

"Other" includes: communication methods (1); personal contacts (1); social issues (2); psychological (1); general (1).

Question 5: Topics considered to be most interesting (by number of topics mentioned)

	<u>FP</u>	<u>Pop.</u>	<u>Health</u>	<u>Relig. View</u>	<u>Econ. Issues</u>	<u>Other*</u>
Minia						2
Aswan	2	3	1			2
Luxor	1	1	2	1**	4	1
Ismailia	4	3	2		1	1
Total	7	7	5	1	5	6

* Includes: communication methods (3: 2 Minia, 1 Aswan); family issues (1); raising children (1); terrorism (1).

** specifically stated as "family in Islam"

Question 6: Do respondents enjoy participating in this type of meeting?

	<u>Yes</u>	<u>No</u>
Minia	3	
Aswan	8	
Luxor	10	2
Ismailia	6	
Total	27	2

One participant responded that he did not enjoy these meetings, which always made him feel tense.

Question 7: Aspects that respondents appreciate most about participating in LIC meetings

	<u>Discussion</u>	<u>Acquiring new info. to pass on to others</u>	<u>Workshop Methods</u>	<u>FP</u>	<u>Other*</u>
Minia	1	1	1		
Aswan	1		5		1
Luxor		4	2	1	3
Ismailia	3			3	
Total	5	5	8	4	4

* presence of staff (1); atmosphere (1); other participants (2)

Question 8 a): Respondents' assessment of whether or not they learn new things

	<u>Yes</u>	<u>No</u>	
Minia	3		
Aswan	8		
Luxor	11	1	(1 did not respond)
Ismailia	6		
Total	28	1	

Question 8 b): Respondents' assessment of level of presentations/content

	<u>High</u>	<u>Moderate</u>	
Minia	3		
Aswan	6		(2 did not respond)
Luxor	9	1	(3 did not respond)
Ismailia	6		
Total	24	1	

Question 9: Whether respondents have used knowledge/skills acquired in meetings in their work

	<u>Yes</u>	<u>No</u>	
Minia	3		
Aswan	8		
Luxor	12	1	
Ismailia	5		(1 person did not respond)
Total	28	1	

Question 10: Way in which new information passed on to others

	<u>Seminars</u>	<u>Mosque/ Church</u>	<u>Discussion</u>	<u>Other*</u>
Minia	1	2	1	
Aswan	3	3	2	1
Luxor	7	7	2	1
Ismailia	1		3	
Total	12	12	8	2

* convincing people (1); indirect means (1)

Question 11: People's reaction to this information

	<u>Interest</u>	<u>Criticism</u>	<u>Debate</u>	<u>Other*</u>
Minia	3		1	
Aswan	6	2	1	
Luxor	8	2	3	1
Ismailia	11			
Total	28	4	5	1

* varied reactions

Question 12: Do people ask a lot of questions about FP during meetings?

29 respondents replied "Yes," one did not respond.

Question 13: Whether people come individually and ask questions

	<u>Yes</u>	<u>No</u>	<u>Sometimes</u>
Minia	3		
Aswan	4		3
Luxor	8	3	2
Ismailia	4	2	
Total	19	5	5

(1 person failed to respond)

Question 14: Whether women raise the issue of FP and religion with them

	<u>Yes</u>	<u>No</u>	<u>Sometimes</u>
Minia	3		
Aswan	7		
Luxor	10	2	1
Ismailia	6		
Total	26	2	1

(1 person failed to respond)

Question 15: Did respondents learn any new communication methods/approaches through their contacts with the LIC?

	<u>Yes</u>	<u>No</u>
Minia	3	
Aswan	7	
Luxor	7	4
Ismailia	6	
Total	23	4

(3 failed to respond)

Question 16: Would respondents like to participate in more meetings of this kind?

	<u>Yes</u>	<u>No</u>
Minia	3	
Aswan	6	
Luxor	13	
Ismailia	6	
Total	28	

(2 failed to respond)

Question 17: Subjects/themes recommended by participants

	Minia	Aswan	Luxor	Ismailia
<u>Subjects/themes</u>				
FP		2	1	
Training methods	1			
Social welfare	1			
Role of Islam		1		1
Youth issues		1	1	1
Drugs			1	
Aids			2	
"searching for truth"			1	
Educating children			2	
Unemployment			1	1
Economic issues				1
Films/A-V materials	1	1		
Seminars in backward villages		1		
Training more leaders		1		
Leisure time			1	
Travel abroad			1	

Question 18: Persons with whom respondents discuss FP issues other than with people attending meetings organized by them

Family	4
Neighbors	2
friends	2
Religious leaders	2
Educated people	1
Rarely	1
People in Mosque	5
FP specialists	3
Farmers	2
Youth	5
Doctors	3
Economists	1
Women	4
Teachers	1
Friends	1

Question 19: Has the introduction of discussions of FP-related topics motivated people to come to respondents with other types of issues or problems?

	<u>Yes</u>	<u>No</u>
Minia	3	
Aswan	7	
Luxor	12	
Ismailia	4	
Total	26	

If so, what? (no responses)

Question 20: Were films and handouts used/distributed in the meetings attended by respondents?

All responded "Yes"

Question 21: Types of print materials distributed/used

	<u>Broch.s</u>	<u>Posters</u>	<u>Books</u>	<u>Studies</u>	<u>Stats</u>	<u>Other*</u>
Minia				1	1	
Aswan	2	2	1	1		2
Luxor	4	1	6			3
Ismailia	4	1		1		1
Total						

* studies; memoirs; Mufti's opinion; Koran; periodicals

Question 22: Did the participants find the printed materials useful

	<u>Yes</u>	<u>No</u>
Minia	3	
Aswan	7	
Luxor	11	1
Ismaïlia	6	
Total	27	1

(2 failed to respond)

Question 23: Other sources from which respondents obtain FP information

Brochures on FP and social welfare
Books
Periodicals
Films
Religious publications
Psychol. studies

Question 24: Respondents' assessment of SIS publications

a) Presentation

	<u>Poor</u>	<u>Average</u>	<u>Good</u>	<u>V. good</u>
Minia			2	1
Aswan			1	6
Luxor		1	4	6
Ismaïlia			3	3
Total		1	10	15

b) Content

	<u>Poor</u>	<u>Average</u>	<u>Good</u>	<u>V. good</u>
Minia			2	1
Aswan				7
Luxor	1	1	4	5
Ismaïlia			1	5
Total	1	1	7	18

Failed to respond: 3

Question 25: Ideal FP method according to respondents and that women can use without problems

	<u>IUD</u>	<u>Pill</u>	<u>Breastfeeding</u>
Minia	1		1
Aswan	5		
Luxor	2	3	
Ismailia	1	1	
Total	9	4	1

3 respondents stated that the woman should go to her doctor or FP center

2 respondents stated that different women require different methods

Question 26: Place of referral for FP services

	<u>Minia</u>	<u>Aswan</u>	<u>Luxor</u>	<u>Ismailia</u>
Clinic	1	1	2	1
FP center	1	5	7	6
Church clinic	2	1		
Mosque-	2			
Red crescent		1		
Hospital			1	
Muslim Youth Center			1	
Doctor				1

Name:
Title/function:
Organization/agency:
Village/town

Questionnaire for Religious Leaders

1. Have you ever attended an activity organized by the LIC?
2. How many activities organized by LIC have you attended?
3. Who were the other participants?
4. What were the subjects of the meetings?
5. What subject did you find most interesting?
6. Do you enjoy participating in meetings of this type?
7. What do you like most about them?
8. Do you learn new things?
9. Do the meetings help you in your?
10. How do you pass on the new information to others?
11. What sort of reaction does this information produce?
 - interest ___
 - criticism ___
 - debates ___
12. Do people ask a lot of questions about FP during meetings?
13. Do they come individually and ask questions?
14. Do women ever raise the issue of FP and religion with you?
15. Have you learned any new communication methods/approaches through your contacts with the LIC?
16. Would you like to participate in more meetings of this kind?
17. What particular subjects/themes would you recommend?
18. With whom do you discuss FP issues other than with people attending meetings organized by you?

19. Has the introduction of discussions of FP-related topics motivated people to come to you with other types of issues or problems?

If so, what?

20. Were films shown and printed materials distributed at the SIS-organized meetings which you attended?

21. What types of printed materials did you receive?

22. Did you find them useful?

23. What are the other sources from which you obtain information on family planning?

24. How do you evaluate the printed materials distributed by SIS?

Presentation:

Content:

Poor

Poor

Average

Average

Good

Good

Very good

Very good

25. What is the ideal FP method that you would recommend for women in your town/village?

26. If asked, where do you advise people to go for FP services?

- الاسم :
 الوظيفة :
 المؤسسة :
 القرية / المدينة :

رجال الدين / المؤثرين

- ١ - هل حضرت من قبل نشاطات قام بتنظيمها المرء من

- ٢ - كم عدد المرات التي حضرت فيها مثل تلك الاجتماعات

- ٣ - من هم الاعضاء الاخرين الذين حضروا تلك الاجتماعات

- ٤ - ماهي الموضوعات التي تم طرحها ومناقشتها في تلك الاجتماعات

- ٥ - ماهي الاشياء التي استرعت انتباهك واعتبرتها اكثر الموضوعات
 تشويقا

- ٦ - هل تجد متعه في المشاركة في تلك الاجتماعات

- ٧ - مالذي حاز اعجابك اكثر في تلك الاجتماعات

- ٨ - هل استفدت وتعلمت اشياء حديده

- ٩ - هل المتحدثون ذات مستوى اجتماعي مرتفع (فقراء، متوسط الحال ،
 اغنياء) ~~الرجال~~

- ٩ - هل تساعدك تلك الاجتماعات في انجاز اعمالك .

- ١٠ - وكيف تقوم بتوصيل تلك المعلومات الى الاخرين

- ١١ - ماهو رد الفعل الذي يصدر عند نقلك لتلك المعلومات عندما تقوم بنقلها للاخرين
- | | |
|-----|--------|
| اهو | اهتمام |
| ام | نقصد |
| ام | س حدال |
- ١٢ - هل يقوم الناس بطرح اسئله كثيره عليك خاصه بتنظيم الاسره خلال الاجتماعات

- ١٣ - هل يأتون من تلقاء انفسهم ويستفسرون عن خدمات تنظيم الاسره

١٤ - هل تقوم المرآه بطرح قضيه تنظيم الاسره وعلاقتها بالدين وطرح مثل ذلك النمط من الاسئله عليك _____

١٥ - هل اكتسبت اى وسائل اتصال او مناهج من خلال تعاملك مع مركز الاتصال المحلى _____

١٦ - هل تود المشاركه فى اجتماعات اخرى من هذا القبيل _____

١٧ - ماهى الموضوعات / الافكار التى تقترح طرحها _____

١٨ - مع من تقوم بمناقشه موضوعات تنظيم الاسره بخلاف الاشخاص الذين يحضرون الاجتماعات التى ينظمونها _____

١٩ - هل حفزت المناقشات الخاصه بتنظيم الاسره الحماهير الى ان تأتى لك لآخذ مشورتك فى موضوعات ذات علاقه بتنظيم الاسره . _____

٢٠ - عندما تحضر اجتماعات نظمها مركز الاتصالات المحلى هل قام الوسيط بعرض افلام او قام بتوزيع اوراق ومستندات _____

٢١ - وماهى انواع المستندات المطبوعه التى تلقيتها _____

٢٢ - هل تلك المطبوعات ذات فاعده لك _____

٢٣ - ماهى المصادر الاخرى التى تستقى من خلالها المعلومات عن تنظيم الاسره _____

٢٤ - كيف تقيم مستوى المطبوعات التى تقوم بتوزيعها هيئه الاستعلامات _____

المضمون	التقديم	٢٤ -
ضعيف	ضعيف	
متوسط	متوسط	
حيد	حيد	
جيد جدا	جيد جدا	

٢٥ - ماهى الوسيله المثلى فى اعتقادك لتنظيم الاسره والتي يستطيع الناس
استخدامها فى بلدتك / مدينتك _____

٢٦ - وماهو المكان الذى تنصح الناس بالذهاب اليه للحصول على خدمات تنظيم
الاسره (هل هناك عياده بعينها) _____

Annex E

Compilation of Focus Group Discussions

Summary of Women's Focus Group Findings

I. Responses to Specific Questions/Issues Raised in the Guide

1. Preferences for TV/radio

In all of the focus groups women came out overwhelmingly in favor of TV. With very few exceptions, all women watch TV. Those who do not possess a TV of their own watch with neighbors or other family members. They talk about TV programs with their neighbors.

Women also listen to the radio but prefer TV as a source of information because of its visual qualities - they retain the messages better.

Women tend to listen to the radio in the mornings (SOMARC study indicates between 6 and 10 am). The favorite program is "Housewives" which deals with family issues. The women say that they learn a lot from these programs about bringing up their children and other family matters.

Program implications: TV is the ideal vehicle for reaching illiterate rural women. Radio programs such as "Housewives" are also appropriate.

2. TV program preferences

Women prefer watching soap operas and drama. They sit down and watch these programs.

Most of the women had watched *And the Nile Flows On*, many of them referring to it as "The Rural Soap Opera." The main message that they retain from this 17-episode serial is that it spoke in favor of family planning and strongly criticized falsified marriage certification and early marriage of girls. This ties in with the findings of the post-airing study communicated by Mohamed Wafai. Despite its 17 episodes, the only specific messages retained are that early marriage of girls is bad and FP is good. Some women stated that they went out and had an IUD after watching the program. However, since women are widely aware of the advantages of family planning (DHS), the program generally tended to reinforce existing attitudes. The women were strongly opposed to the practice of falsified age certificates.

The women also remembered the *Doctor's Diary* spots and despite the long time lapse since the airing of these spots generally remembered specific messages: that breastfeeding alone is not sufficient protection; that the IUD is a good method to use; that the oral contraceptive should be taken from the fifth day of the cycle and if forgotten one day, two pills taken the next.

Women also retained the message from the *Doctor's Diary* and the more recent spots that they should consult a doctor before using a method and if they were having problems with a method. They had also retained the message that the sex of a child is determined by the man, not the woman.

What the women particularly appreciated about the *Doctor's Diary* series was that the woman doctor went to the rural areas rather than waiting for the rural women to go to her in town. Women generally identified with and appreciated spots and programs that showed and identified with rural and poor people and their problems.

They particularly appreciate seeing women doctors who are kind and sympathetic towards rural women.

Women generally stated that the FP messages on TV prompted them to go to the doctor. They all consider that the doctor is the best person with whom to discuss FP-related issues.

Program implications: TV interventions aimed at rural women should be placed in a setting which they identify with their own reality/daily lives. Messages should be clear and specific.

3. Source of information on FP (TV or radio)

Women obtain (or retain) more information on FP from the TV: they appreciate the visual medium. They discuss FP issues with other women in their families and their neighbors.

Women did not tend to respond that they discussed family planning issues with their husband, they generally stated that they use methods only with his approval. Nonetheless, a number of women do use FP methods without their husband's approval. These women state that it is not sinful to use FP because the Koran approves birth spacing and they themselves need to gain strength before having another child.

4. Advice on health/FP

All women seek the advice of doctors, particularly women doctors. They usually develop a close relationship of trust and respect for their women doctors. This relationship was observed first hand in a village in Minia where Dr. Maher had worked with the village women for over three years and developed a very strong bond with them. The women were all unanimous that she was the key element in their health.

II. General Concerns Expressed by Women

1. FP for women's health

The overriding impression from the focus groups was that women are convinced of the need to use FP to protect their own health. All of the women are aware and concerned by the fact that unspaced births make them weak and unhealthy and want to avoid this situation at all costs. This was echoed over and over in all of the focus groups without exception.

Despite the problem of side effects discussed below, there is a general conviction that FP is essential for women's health, and all of the women encountered are anxious to protect their health.

Program implications: messages focussing on women's health are an excellent vehicle for conveying FP messages aimed at women.

2. Lack of proper knowledge of contraceptive use

Another overwhelming finding of the discussions was that women often discontinue the use of a particular method or change from one method to another because of side effects. They suffer from bleeding, spotting or headaches and change or discontinue their method.

Program implications: need for increased efforts to provide women with correct, understandable information and education on contraceptive indications/contra-indications, side effects and use. These efforts are required at all levels: media messages, counseling by service providers, interpersonal communication with other opinion leaders (e.g. social workers) in regular and close contact with rural women.

3. Rumors

Women constantly encounter rumors about the negative impact of contraceptives on their health. The two main rumors which were heard time and again (and were also reiterated by men and religious leaders) are that the oral contraceptive causes cancer and the IUD can move to other parts of the body.

These rumors are often used as a weapon by husbands and female in-laws to discourage women from using contraceptives.

Program implications: need to provide specific information to dispel rumors.

4. Education/literacy

Women are widely aware that education is the key to contraceptive practice, better health and a general improvement in their situation. Illiteracy was constantly cited as being a major obstacle to better health practices. Women are also aware that if a girl goes to school she is less likely to be married off at an early age: her parents will wait until she graduates from high school. The younger, uneducated women are particularly adamant about this point.

Program implications: Female school enrolment should be promoted in all SIS activities and messages, particularly those aimed at men (who are the major obstacle).

Summary of Men's Focus Group Findings

Introductory comment

The men's focus groups tended to follow the discussion guide in a much looser way than with the women. This was mainly due to the fact that the moderators (particularly in Luxor and Aswan) were LIC directors (rather than IEC/FP officers) and invariably started with an introduction on population issues. Although this affected the quality of the information gathering, it nonetheless gave the evaluation team an unanticipated yet valuable opportunity of observing first-hand how LIC staff normally operate in group discussions.

I. Responses to Specific Questions/Issues Raised in the Guide

1. Leisure time activities

The participants in the men's focus groups were often amused at the idea of leisure time, which seemed to be a strange notion to them. They generally stated that they spend their leisure time in the mosque or at home watching TV. Some participants mentioned attending meetings. Two of the focus group meetings were held in youth centers which seem to be an important source of leisure activities for young men.

2. Role of the mosque and sheikhs

The mosque is obviously very important in the life of all village men. Everyone seemed to attend prayer sessions. The sheikhs address specific issues on specific occasions. They generally approach the issue of FP indirectly through family health and welfare. Male participants were aware that the Koran recommends prolonged breastfeeding, that this is important for birth spacing, and that a space of up to 30 months between pregnancies is therefore permitted. However, aside from birth spacing during breastfeeding, there seems to be considerable confusion over the religious foundations for FP. The overwhelming impression is that men consider it religiously wrong to limit family size for economic reasons, giving quotes from the Koran that if they provide the children, God will provide the wealth or resources for their upbringing; or that children are a source of wealth. Other men referred to the prophet Mohamed's love of children, giving a quote "Have children, and I will be proud of you on the final Day of Judgment."

The impression from the focus group discussions was that men may be in favor of birth spacing but that they are still concerned about the religious implications.

However, a basic understanding was noted of the religious difference between limitation ("tahdeed") and spacing/planning ("tanzeem").

3. Sources of advice

The male focus group participants generally seek advice on personal issues and problems from elders and other male family members. They go to the sheikh for advice on religious or moral issues only.

4. Role of TV

TV was frequently quoted as a leisure activity. Men tend to watch TV with their families. There was a high recall of the *And The Nile Flows On* series and the *Doctor's Diary* spots. However, the male focus group participants were much more critical of the TV productions than women. Men complained of the spots (and series) being too dull ("Dr. Karima puts me to sleep"), they would prefer something more light-hearted and humorous. They are more sensitive to (and critical of) the extent to which spots/series relate to reality. For example, in Binban, one participant stated that the *And The Nile Flows On* failed in Upper Egypt because the doctor was at the center of the story and all the other good characters (social worker, policeman) revolved only

around him; this is not a realistic depiction of village society. Also in Binban (which is typical of other small villages in Upper Egypt) there is no female physician in local MOH clinic, so women must go across river to Daraw for FP consultation. Again, one participant commented that the messages given by Dr. Karima in "A Doctor's Diary" were confusing (e.g. "an actress asks, Do I take them before or after?"...- "before or after what?").

5. Attendance of FP-related meetings

Since all of the focus group participants were brought in by the LICs is not surprising to not that they had all attended meetings or workshops related to FP. However, the participants covered a wide range of men, including youth club members and literacy class attendants. Additionally, although the Binban focus group was not organized directly by the Aswan LIC, many of the participants (particularly the local leaders) had attended FP meetings/workshops although in many cases did not know by whom they had been organized. This confirms the level of penetration of LIC activities in rural areas.

II. General Impressions/Issues Not Directly Related to the Discussion Guide

As with the women, the men generally enjoyed the opportunity to discuss FP and related issues and were very active participants. One of the most valuable aspects of these discussions was the issues raised spontaneously by the men themselves, which provide a great insight into their attitudes towards and role in FP practice.

1. Awareness of FP and concern for women's health

Men showed a general awareness of FP methods, mentioning oral contraceptives, IUDs, Norplant, injectables, breastfeeding, rhythm methods and sterilization. They also showed a general willingness to practice birth spacing although were very opposed to limiting family size (this particularly applies to rural men). However, the major argument against method use was side effects and their impact on women's health. As with the women, the participants in the men's focus groups had heard that oral contraceptives can cause cancer and that the IUD can move to other parts of the body. They had experienced their wives' problems when using these two methods. Some men expressed a desire for their wives to use easier, less upsetting methods such as Norplant (one man's wife was already using it). In addition to the problem of side effects, some men also raised the issue of their wives forgetting to take oral contraceptives.

Men admitted that they play an important role in decision making with regard to FP although some men stated that their wives had gone on and used methods despite their opposition. (They seemed to accept this.) Several men stated that women are encouraged by their mothers to have children (and not to space) in order to be sure of keeping their husbands. Others explained how that for the tribes, size is very important and they need to have large families in order to ensure the tribe's survival.

2. Economic issues

None of the participants related to the macro population issues raised by LIC staff. All men (urban and rural) tend to consider macro-issues to be the government's problem and find it difficult to see their own role or relate these issues to their own situation.

However, urban men often mentioned the problems they face because of the high cost of living and the difficulties encountered in providing for their family's needs. Men very often related their own case, told their own story, which indicates that messages should be geared to micro-level problems which are meaningful for men.

Rural men seem less concerned about the cost of living. When the macro-level issues were raised they reacted by giving quotes from the Koran which disapprove of FP for fear of poverty. Thus, macro issues immediately spark off a negative reaction among rural men.

3. Confusion over cost of FP services

Perceived financial barriers to FP acceptance are significant - many men seem to confuse CSI prices with MOH prices, or to compare MOH service unfavorably with CSI even when aware of the price differential.

III. Summary of Key Observations

- o Among some villagers, economic rationale for FP is ineffective and arouses suspicion and disagreement: village men are sophisticated readers of the Koran, and quote Koranic verses which disapprove of FP for fear of poverty alone. The strongest basis for FP at village level is MCH promotion.
- o Urban, wage-earning men are more open to micro-level economic arguments, as they understand the need to divide household income according to family size.
- o Men are aware of and fear method side effects, thus men too are a key target audience for messages dispelling rumors, teaching correct method use, and reassuring about side effects.
- o Perceived financial barriers to FP acceptance need to be clarified.
- o TV should be more culturally relevant: white-coated physicians who lecture too much put men to sleep!

Focus Group Discussion Guides

Information required

Men

Have they participated in SIS/LIC activities

Have they "heard" mass media messages

Their opinion on the content of the above.

Behavioral/attitudinal changes

Preferred sources of information

Women

Have they seen or heard FP spots

What messages did they receive

Have they participated in SIS/LIC activities?
Have they heard about them?

How have the messages affected their behavior
and attitudes

Preferred sources of information

Introductory comments

The moderator greets the participants and thanks them for being present.

He/she explains that we have asked them to meet with us because our job is to provide them with correct and useful information on a number of issues relating to families including family planning. Various types of information have been provided through a number of channels.

We are interested in hearing what they think about that information and the way in which it was communicated to them.

The moderator explains that someone will be taking notes because their information is important and we want to use it to help to improve information services. No names will be taken down.

Male Focus Group

1. Let us talk about leisure activities and what you prefer to do in your leisure time.
Where do you prefer to spend your time?
(Prompt: café, mosque, watching TV)
2. What sort of issues does the Imam talk to you about when you go to the mosque?
Does he ever mention issues related to the family?
(Ask what issues if necessary)
(Economic, health, family relations, family planning)
Do you remember the Imam ever speaking to you about family planning?
Can you remember what he said?
Was this good advice? Did it affect your thinking on
. birth spacing,
. family health,
. the family economy
In what way?
Did you go home and discuss the matter with your family? (wife, father, brother)
3. Who do you generally ask for advice if you have a problem or a question that you do not understand?
(Elicit:
family problem
health problem
questions about religion)
Ask why these people
4. Let's talk about TV. Do you ever watch TV?
With whom (your family? Wife and children?)
Do you all have a TV?
Do you remember seeing *And the Nile Flows On*?
What were the main subjects of this program?
5. Do you remember seeing any TV programs giving specific advice about Family Planning?
What was their message?
Did you watch these programs with your wife?

Did you discuss the subject together?

In your opinion, is family planning a woman's decision or should the husband also be involved?

6. Have you ever attended a meeting organized by the Local Information Center?

Ask: subject of meetings

Have you ever attended meetings related to family planning or population?

Describe how they took place (was there a debate? who were the speakers?)

Did you gain new information?

How did you use that information?

For Minia:

7. Do you remember the special family planning weeks?

Describe them?

What did you enjoy most about these activities?

Do you think they are useful for the local people in addition to being entertaining?

How are they useful.

What event did you enjoy most of all? (Maybe it was the general atmosphere)

Moderator thanks participants and reminds them that this information will be used in looking at how to develop activities that they find useful and interesting.

Women's Focus Group

1. Let's start by talking about TV and radio.

Do you all watch TV?

Listen to the radio?

When?

With whom?

How often?

When you watch TV do you talk what's happening as you watch?

Do you talk about the programs after they have finished?

With whom?

2. What are your favorite programs?
(we are interested in songs, *fawazir*, series)

- 2 a) Did anyone watch *And the Nile Flows On* (it may be necessary to name some of the characters, the village)?

Describe the program/story.

Did you enjoy it? What did you enjoy?

Do you think the program showed real-life situations and problems?

The sort of problems that people experience here in your town/village?

Was the language clear to you?

Did you learn anything from this program? What?

- 2 b) Does anyone remember seeing Dr. Karima Mokhtar?

What were her spots about?

Were they of interest to women like you? In what way?

Were they helpful to you in any way? How?

Are programs like this useful for women in this village?

- 2c) Do you remember seeing any programs/spots specifically about FP?

Do you remember what sort of advice or information they gave?

Did this information prompt you to go to the doctor?

Change methods?

Ask for advice?

Help you to better understand methods? How?

3. Do you learn more about family planning from the TV or from the radio?

Why?

With whom do you discuss the information?

Do you discuss it with your husband?

Does he ever talk to you about family planning?

4. Who do you ask for advice about your own health and family planning?

Why?

Who?

5. Has anyone in you neighborhood/town/village other than your family spoken to you about family planning?

Who?

Have you ever been invited to attend special meetings on family planning?

Was the meeting useful?

Did you enjoy it?

Minia only:

6. Do you remember the special family planning weeks?

Describe them?

What did you enjoy most about these activities?

Do you think they are useful for the local people in addition to being entertaining?

How are they useful.

What event did you enjoy most of all? (Maybe it was the general atmosphere)

Moderator thanks participants and reminds them that this information will be used in looking at how to develop activities that they find useful and interesting.

تعليق

=====

يقوم الوسيط بتحيه المشاركين ويشكرهم لوجودهم فى ذلك الاجتماع .

هو / هى يقوم بتوضيح اننا طلبنا منهم مقابلتنا لان مهمتنا ان نوفر لهم المعلومات الصحيحه والمفيده عن موضوعات عده متعلقه بالاسره ومنها موضوع تنظيم الاسره . وهناك انماط مختلفه من المعلومات ستتوفر لهم من خلال عدد من القنوات .

ونحن مهتمون بسماع رأيهم عن تلك المعلومات والطريقه التى تم من طريقها توصيلها اليهم .

ويقوم الوسيط بشرح ان واحدا سيقوم بكتابه الملاحظات لان معلوماتهم مهمه ونحن نريد استخدامها للمساعده فى تحسين خدمات المعلومات ، ولن نقوم بتسجيل اي اسماء .

١ - لنبدأ بالحديث عن انشطه وقت الفراغ وماهو النشاط الذى تفضلون القيام به
اثناء اوقات فراغكم .

اين تفضلون قضاء اوقات فراغكم

(احابيه :

الجلوس فى القهوه

الذهاب الى الحامع

مشاهده التليفزيون)

٢ - ماهى المواضيع التى يقوم امام المسجد بالتحدث عنها عند ذهابكم للمسجد

هل تحدث عن قضايا متعلقه بالاسره

(اسأل عن تلك القضايا اذا ماكان ضروريا)

(موضوعات صحيه / اقتصاديه / عائليه / تنظيم الاسره)

هل تتذكرون اذا ماكان امام المسجد قد تحدث عن تنظيم الاسره وهل تتذكرون ماالذى
قاله

هل كانت النصيحه فى محلها وهل اثرت فى تفكيركم بصدق :

- المده بين كل حمل و آخر

- صحه الاسره

- اقتصاديات الاسره

كيف اثرت تلك المعلومات فى سلوككم

هل عدتم الى منازلكم وناقشتم تلك الموضوعات مع اسركم (زوجاتكم ، والدكم ، اخوانكم)

٤ - من عادة تلجأون اليهم لاسداء النصح اذا ما واهتكم مشكله او سؤال لم تستطيعوا حلّه او فهمه

(استنباط :

مشكله عائليه

مشكله صحيه

اسئله محورها الدين)

استفسر منهم عن السبب وراء لحوثهم الى هؤلاء الاشخاص بالذات

٥ - لنتحدث عن جهاز التلفاز هل شاهدتم التلفاز مع من (اسرتكم اي زوجاتكم واطفالكم)

هل كلكم تمتلكون اجهزه تليفزيون

هل تتذكرون مشاهده (وما زال النيل يجسرى)

ماهى اهم موضوعات ذلك البرنامج

٦ - هل تتذكرون مشاهده اي برامج تليفزيونيه تسدى نصائح بعينها عن تنظيم الاسره

وماهى الرساله التى كانت تود توصيلها للناس

هل شاهدتم تلك البرامج مع زوجاتكن

هل قمتم بمناقشه تلك البرامج مع بعضكم البعض

وفى رأيكم ،هل تنظيم الاسره مسأله تخص الزوجه فقط ام على الرجال ان يكون له دور فعال فى اتخاذ القرار

٧ - هل شاركتكم فى اجتماعات نظمتها مراكز المعلومات المحليه

اسأل : ماهى موضوعات تلك الاجتماعات

هل شاركتم فى اجتماعات متصله بتنظيم الاسره او السكان

اشرحوا لنا كيف سارت تلك الاجتماعات (هل كان هناك حدل ومناقشات ومن هم
المتحدثين فى تلك الاجتماعات)

هل حصلتتم على معلومات حديده

وكيف استفدتتم من تلك المعلومات

بالنسبه للمنيه : _____

٨ - هل تتذكرون الاسباب الخاصه بانشطه تنظيم الاسره

اعطونا شرحا عما جرى فى تلك الاسباب _____

مالذى استمتعتم به اكثر من حيث النشاطات فى تلك الاسباب

هل تعتقدون انهم مفيدون بالنسبه لافراد قريتك بحانب كونهم مصدرا للترفيه

وكيف يمكن الاستفاده منهم

ماهو الحدث الذى استمتعتم به اكثر من اى حدث آخر (قد يكون المناخ العام)

فى النهايه يشكر الوسيط الحاضرين ويذكرهم ان تلك المعلومات ستكون مفيده للنظر فى

كيفية تنميه النشاطات التى يجدونها مفيده ومشوقه .

لنبدأ بالحديث عن التليفزيون والراديو

هل تشاهدون كلكم جهاز التليفزيون

وهل تستمعون الى الراديو

واذا كانت الاجابه بنعم

متى ومع من وكم عدد المرات

وعندما تشاهدن التليفزيون هل تتحدثن وتناقشن مايجرى فى ذات وقت المشاهده

وهل تناقشن فحوى البرامج بعد الانتهاء من مشاهدتها ومع من

٢ - ماهى برامجك المفضله
(نحن مهتمون بالاغاني ، الفوازير ، المسلسلات)

١-٢ هل شاهدت احداكن (ومازال النيل يجرى)
(قد يكون من الضرورى ذكر بعض اسماء الشخصيات او القرية)

اشرح لنا البرنامج او قصته

هل استمتعتم بمشاهدتها وماالذى استمتعتم به اكثر

هل ترون ان البرنامج يعبر عن الحياه والظروف الواقعيه ومشاكل الحياه

ماهى انواع المشاكل التى يواجهها الناس هنا فى القرية / المدينه

هل كانت اللغه واضحه بالنسبه لكم

وهل استفدتن من ذلك البرنامج وماهو بالتحديد الذى استفدتيه .

٢ب - هل تتذكر احداً من مشاهير دكتوراه كريمه مختار

- مارأيك فيما قدمته من تنويهاً

- وهل كانت مشوقه بالنسبه لامراه مثلك ، وفي اي المحالات

- وهل ساعدتكن في ناحيه من النواحي وكيف

- وهل مثل تلك البرامج مفيده للسيداه في الريسيف .

٢ت - هل تتذكرن رؤيه برامج او تنويهاً مخصصه باكملها لمناقشه موضوع تنظيم

الاسره .

هل تتذكرن النصيحه او التعلومه التي قاموا باعطاها او اسداها .

هل حفزتكن تلك المعلومات وقررتن الذهاب الى الطبيب لتغيير وسيله تنظيم الاسره

للاستشاره الطبيه

لمساعدتكن لفهم اكبر لوسائل تنظيم الاسره وكيف

٣ - هل تتعلمن اكثر عن وسائل تنظيم الاسره من التليفزيون او من الراديو

ولماذا

ومع من تقمن بمناقشه تلك المعلومات

هل تناقشونها مع ازواحكم

وهل قام بمحادثتكن عن وسائل تنظيم الاسره

٤ - ومن تقمن باستشارته حول مايتصل بصحتك وتنظيم الاسره

لماذا ومن

يتم استكمالها

هل تتذكرن الاسباع الخاصه بانشطه تنظيم الاسره ؟

اشرحوا لنا ماتم خلالها _____ ؟

ماهى النشاطات التى اسمتعتن بها اكثر من غيرها فى تلك الاسباع ؟

هل تعتقدن انها ذات فاعده لابناء بلدتك بجانب كونها ترفيهيه

وكيف هى مفيده

ماهو الحدث الذى اسمتعتن به اكثر من غيره (ربما يكون المناخ العام)

فى النهايه يشكر الوسيط السيدات اللواتى حضرن ويذكرهن ان تلك المعلومات
ستكون مفيده للنظر فى كيفيه تنميه النشاطات التى يحدونها مفيده ومشوقه

Annex F

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