

Individual Report

Communication Specialist

EVALUATION OF TUNISIAN FAMILY PLANNING PROGRAM:

PHASE II

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I. INTRODUCTION

This report was prepared as the communication section of the Phase II evaluation of the Tunisian Family Planning Program, carried out by the U.S. Agency for International Development (USAID) and the Office National du Planning Familial et de la Population (ONPFP). The Communication Specialist arrived in Tunisia on March 11 and departed on April 1, 1980. During this period there was close and harmonious collaboration between the Specialist and the head of the communication program of the Office, Mssr. Sadok Kouniali. Although the report was drafted by the Communication Specialist, who is responsible for all errors or mis-statements, all aspects of it were discussed at great length and it can be considered to be a joint report, reflecting the views of both Mssrs. Echols and Kouniali. It is based on numerous visits, work sessions, discussions, printed materials, and briefings carried out in Tunis and on field trips to Siliana, Kairouan, and Sousse.

Not only was there close collaboration between the USAID and ONPFP communications specialists but there was an unusually close coordination among all members of the USAID team and their ONPFP counterparts. Thus this report reflects an unusually high degree of familiarity with the problems of all aspects of the ONPFP program as they relate to the communication sector.

The Communication Specialist has found this to be an excellent program based on long years of work and, in the last few months, subjected to a careful scrutiny with resultant program changes and revisions which have made it even better. To have been able to participate in studying and coordinating these new directions with the recommendations which the team arrived at during this mission has been a great pleasure, for which the Specialist is deeply grateful to his counterpart and others of the ONPFP staff as well as to his fellow members of the AID team.

If the ONPFP communication program continues to develop, there is no reason why it cannot become a communication production, distribution, and training center for the entire French and Arabic-speaking region.

II. RESUME AND RECOMMENDATIONS

of Report on

Tunisia Family Planning Services:
Mid-Term Evaluation, Phase Two

The Communication Sector

1) Recent Developments in ONPFP Communication Program

According to the 1978 Tunisian Fertility Survey, 92 per cent of Tunisian women have heard of family planning and 43 per cent have used ^{at least one} method. Between 1968 and 1976 family size desired or considered as ideal dropped from 4.8 to 3.9.

1976 study (Rothe) recommended messages for "acceptor target audience" and recommended more AV materials including 16 mm and slide projectors, films, slides, and tapes.

1978 study (Bertrand) stressed simple audio-visual materials for rural audiences. Recommended a production chief, more systematic approach to IEC production, development of simple Arabic 16 mm film, radio and TV spots, quick and simple pre-testing and evaluation.

Mid-Term Evaluation, Phase I, stressed needs of rural areas, particularly for simple audio-visual education materials.

2) ONPFP Communication Program: 1980

The 1980 ONPFP program plan emphasizes the rural areas of Tunisia, although continuing at the present level in urban areas. It relies heavily on the "délégués" (health educators), "animatrices", and mass media. It also stresses motivation days, home visits, and collaboration with other ministries. It plans stepped-up audio-visual production and the training programs in the Centre de Formation. A number of special projects have been emphasized: desk calendar, monthly 15 minute television programs, audio cassettes, visual flip-chart, slide series, increased education efforts in both rural and urban areas, addition of five regional Centres de Formation.

3. The Mid Project Evaluation: Phase Two

IEC team of Kouniali and Echols worked with AID team and the ONPFP staff to recommend future programs, stressing rural outreach and development of simple materials.

a) National Family Planning Communication Strategy

Based on a statement of national policy, the ONPFP carries out the development of the annual program plan. For the communication program, it might be useful to prepare a "communication strategy" which would describe "what the ONPFP wants to say, to whom, with what media, and with what desired effect". This document would list target audiences, outline general messages for each audience, decide which of the media would be best to deliver a particular message to a particular audience, and give results of evaluations of impact of messages on audiences. The annual program and budget would be based on this strategy.

b) Education

The excellent program of education could be enhanced by more visual materials for use in rural areas and the addition of at least two "animatrices" per region. Addition of population officers or "délégués" to the ministries and other organisations of the "milieux organisés" might be studied.

c) Mass Media

The media mix is excellent and impact obviously great. The team suggests continuing the program of press, publications, and television as is. It proposes (1) adding a weekly music program with short items of population and family planning interest after each song and (2) adding family planning messages to the very popular "Dr. Hakim" program. Both additions could be done by contract.

d) Audio-Visual

The team found this to be the weakest area. It recommends strongly stepped-up production of visually-oriented leaflets, small pamphlets, and posters. It suggests mass mailings to village and other rural leaders emphasizing local matters.

It recommends one 15-20 minute 16 mm film be produced annually (Arabic, local production, contract), and the purchase of 20 16 mm projectors, 20 slide projectors, 20 tape recorders, 20 overhead projectors, and spare parts.

The team endorses the projects already planned (see Section IV). To carry out all of these new program the AV section needs a production expert and two audio-visual production people to work at the conceptual stage and with the contractors to see that ONPFP policies and content are included.

e) Training

Program development at the Centre de Formation, in addition to the proposal to add five regional centers, should be enhanced by a materials development project in communication. Two sets of excellent proto-type materials have been produced under AID contracts at the East West Communication Institute and the University of North Carolina. They are available for adaptation or total revision to meet Tunisian standards. A materials development consultant is suggested to help adapt these materials. International travel is suggested by a Tunisian to visit the EWCI and the UNC to determine the best course.

f) Documentation

To enhance current distribution of materials by mail and to develop and widen direct mailing system, the team recommends that a new addressograph and relevant materials be ordered. It suggests an international specialist for three months to select machines and help set up mailing system.

RAPID

This computerized demographic and development package developed by The Futures Group, Washington, D.C. could be made available to the ONPFP by USAID as a visual educational tool for high level officials in business, education, government, etc. It works through any television set and can give projections of future growth and development based on demographic data.

g) Evaluation

One impact study per year is recommended on different messages and media. Pre-testing is also suggested for each media product prior to mass production.

Budget

A budget for new programs based on the recommendations of this evaluation, as requested, is being submitted separately.

III. RECENT DEVELOPMENTS IN ONPFP COMMUNICATION PROGRAM

As of 1979 the ONPFP communication program has contributed toward an awareness of family planning by over 90 per cent of the Tunisian population and the motivation of almost 50 per cent of women to the point of using a contraceptive technique. Between 1969 and 1976 ONPFP surveys show that the number of children considered as ideal by Tunisian women dropped from 4.8 to 3.9. These are all signs of an effective information, education, and motivation (IEM) program, as well as an indication of the effectiveness of the ONPFP population and family planning program and the general development of the country.

Between the 90 per cent who have heard of family planning and the 43 per cent who have tried at least one method lies the principal group which further IEM programs must reach. The ONPFP has made great strides in this direction and USAID assistance to the communication program and a number of ONPFP/USAID studies and evaluations have attempted to assist in moving the program forward. The 1976 "Assessment and Recommendations" by Marshel D. Roth and Thomas McMahon concluded that middle and upper level audiences were being well-informed and stressed messages for the "acceptor target audience". They recommended an increased supply of audio-

visual materials including 16 mm projectors, slide projectors, and tape recorders (and films, slides and tapes to use them with). They also recommended IEC training for as many personnel working in that area as possible.

A 1978 study of "I-E-C For Family Planning in Tunisia" by Jane Bertrand also reported positively on mass media and training and educational coverage of population and family planning matters reaching the middle and upper level audiences. It, too, stressed simple audio-visual materials for rural and lower education groups. The report recommended a production chief be added to the communication staff to insure that sufficient folders, pamphlets, and posters be produced and distributed to reach out to the village level through the regional délégués (Health Educators). Bertrand praised the ONFPF staff as being "truly motivated" and felt that they had the initiative and interest to carry out a number of program improvements in addition to those mentioned above, including:

(1) a more systematic approach to IEC production, (2) development of a simple film in Arabic on benefits and methods of family planning, (3) radio and TV spots on population and family planning and, (4) quick and simple pre-testing and evaluation of IEC materials and programs. An assessment of audio-visual equipment needs for IEC programs was made by Bjorn Berndtson in February, 1979 which added valuable specifics to the Bertrand recommendations.

The Mid-Term Evaluation of Tunisian Family Planning Services, Phase I, conducted jointly by the ONPFP and an AID team headed by Mrs. Elizabeth Maguire, September 20 - October 4, 1979, made recommendations in the IEC field similar to those of Rothe and Bertrand. The evaluation stressed the needs of rural areas, particularly for simple audio-visual educational materials. They urged that there be follow-up to these "recommendations in the form of pilot projects, special educational materials for non-literate populations, technical assistance or participant training". Unfortunately, they stated, "despite the identification of other needs, AID assistance has continued to focus on supplying new equipment and audio-visual aids rather than helping the ONPFP to identify essential personnel and technical skills needed for production and program development" (The Mid-Term Evaluation, page 31).

Although many of these recommendations have not yet been fully implemented, the ONPFP has taken them seriously as may be seen in the following section on 1980 planning as well as in the Phase II Evaluation which constitutes the bulk of the present report.

IV. ONPFP COMMUNICATION PROGRAM: 1980

The ONPFP communication program plan for 1980 emphasizes the rural areas of Tunisia, although continuing urban work at present levels. It depends heavily on the "délégués", "animatrices", and mass media (II. Les Activités de Planning Familial, pp. 2-3). Rural programming will stress "motivation days", home visits, and collaboration with personnel of other ministries (Social Affairs, Health, Youth and Sports, Cultural Affairs, Agriculture) and other national groups. Urban activities will stress seminars and round tables. Both rural and urban programs will be supported by mass media output (radio, TV, press and publications); educational campaigns; training* of government trainers in related areas, and subsequent educational programs in their own organization or ministries; and exhibits. These programs will be back-stopped by stepped-up audio-visual production and by the training programs of the Centre de Formation. (Programme d'Activités 1980, pp. 17-23)

* "Training" as used by the ONPFP, is the training of family planning and other personnel; "education" includes all courses, meetings, and other general out-of-school education.

A number of specific projects have been emphasized for 1980:

- (1) a high quality desk calendar for elite audiences with sophisticated population and family planning messages,
- (2) monthly 15 minute television programs in Arabic for middle class audiences, (3) simple audio-cassettes with short population and family planning messages aimed at rural audiences to be used in conjunction with visits by the mobile health units, (4) a visual flipchart of 8 pages on family welfare to be used by education personnel in rural areas, (5) a series of slides with script for use in education sessions with urban and other middle level groups, (6) increased educational efforts in both rural and urban areas through increasing cooperation with other sectors of the government and, (7) decentralization of training activities by adding five regional centers to the Centre de Formation in Tunis (II. Les Activités de Planning Familial 1980, pp. 7-30).

V. THE MID-PROJECT EVALUATION (PHASE II)

To carry out the IEC tasks assigned in the Workscope, Mssrs. Kouniali and Echols worked with other AID team members and the staff of the ONPFP both in Tunis and in other areas of Tunisia to review the structure, functions, and production results of the communication program and to plan for the future. Although some of the 1980 program developments described in the previous section had already begun, it became apparent that many of the problems mentioned in the previous studies were still to be resolved, particularly those related to rural outreach and the lack of simple visual materials designed to reach rural audiences. The IEC team therefore spent considerable time and effort in these two areas. This evaluation includes analyses of (1) communication planning, (2) education, (3) mass media, (4) audio-visual, (5) training, (6) documentation, including library, printing and mailing, and (7) evaluation, including pre-testing. Aspects of training and documentation, which are not in the communication division of the ONPFP, were studied as they related directly to the communication program.

1. National Family Planning Communication Strategy

Based on a statement of national policy on population and family planning the ONPFP carries out the development of the annual program plan and its supporting budget. As part of this process it might be useful for the communication sector to prepare a "strategy" for the coming year. This strategic plan, similar to that suggested by Bertrand, would essentially describe "what the ONPFP wants to say, to whom, with what media, and with what desired results".

In carrying out this process, target audiences would be systematically identified. Second, the message would be generally outlined. Third, the best media to deliver these messages would be decided upon. Finally the message should be pre-tested and, at the end of the period, an evaluation made of its impact on the desired audience(s). Often this strategy section takes the form of a chart:

Communication Strategy for Tunisia, 1980

<u>Message</u>	<u>Audience</u>	<u>Media</u>	<u>Results</u>
General FP message	Public		
	rural	radio posters leaflets	61% knowledge* ? ?
	urban	radio TV press	68% knowledge ? ?
Population and development	Leaders	books seminars lectures	? ? ?
FP methods	middle level	pamphlets letters lectures	? - ?
	rural women	radio 1 page leaflet face-to-face	61% knowledge ? 50 per cent acceptors
Etc.			

* 1976-8 KAP Study

Once this process is completed, with the cooperation of délégués and other regional and headquarters staff, a program outline is prepared for education, training, media production for radio, TV, press, publications, mailings, visuals, etc. and for follow-up and evaluation. Finally a budget based on this program plan is prepared.

Most of these elements are present in the ONPFP 1980 Programme D'Activités. A specific section on "communication strategy" however, with audiences, messages, media, and evaluation clearly defined, would be of value to donor agencies as well as for the Office itself.

At the time of the introduction of injectibles, a special strategy paper might be written to ascertain the most effective means of presenting this program positively.

2. Education

An excellent program of education is reported in the 1979 Rapport D'Action of the ONPFP and projected for 1980 in the Programme D'Activités. It shows a careful mix of campaigns; information days; seminars; round tables; training in hospitals, clinics, etc.; home visits; and education projects in the private sector. Most of these activities are carried out at the regional level by délégués, midwives,

and animatrices with the cooperation of regional personnel of other ministries and organizations. The staff of the Tunis Office is also constantly being called upon for help. The fact that hundreds of these educational activities were conducted in 1979 and that, in addition, 50,500 home visits were carried out, is a tribute to the ONPFP staffs both at the headquarters and at the regional levels.

Although a call for more personnel is usually difficult to answer, it is highly recommended that at least two ^{additional} animatrices be added to each region to assist in the highly important effort to reach further into rural areas.

Discussions are already underway to consider adding a population officer in each ministry to work with the Office in the "Milieux Organisés". This would enhance these programs tremendously.

Simple visual materials are also needed as is discussed in detail in part 4 of this paper.

International training, both short-range and long-range, should be considered.

3. Mass Media

The media mix of the ONPFP is excellent and its broad impact is obviously great, though its breadth is probably greater than its depth in terms of real knowledge concerning family planning and population. Magazines, press, & television undoubtedly reach most middle and upper class Tunisians with ONPFP-sponsored messages. Radio, which according to a 1976-1978 KAP study, reached 68 per cent of urban women with family planning messages, also reached 69.8 per cent of rural "cluster" zones and 61.1 per cent of rural "dispersed" zones. It is probably the best of the mass media to reach these areas (in Arabic).

The future balance and program output of these media appears to the evaluation team to be satisfactory. Two suggestions for enhanced radio coverage are to add: (1) a weekly popular music program with disc-jockey-type announcements and items of population and family planning interest after each song, and (2) family planning messages to the very popular "Dr. Hakim" program of advice on health. Both of these programs could be produced under contract.

4. Audio-Visual

Production of audio-visual materials has ebbed and flowed since the beginning of the FP program. 1968-1973 was a period of production, in which there were not only large numbers of simple visuals such as pamphlets, leaflets, and posters printed, but there was also considerable production and use of films, slides, and kinescopes. The period 1973-1976 found fewer personnel, little equipment, and minimal production. Since 1977, there has been a slowly growing interest, although as of 1980, only two people staff the AV program (see AV Chart, Mssr. Rezgui).

The evaluation team was pleased to note that a new program emphasis is planned in this area. The 1980 Programme d'Activités includes increased media production including cassettes, flipcharts, slides, and other materials (see Part IV). The team, in addition to endorsing these efforts, strongly recommends a heavily-increased to be developed with in-puts from regional personnel: production of simple visuals/ three one-page leaflets per year at 100,000 copies per leaflet; two 4-page, mostly visual Arabic language pamphlets per year at 50,000 copies per pamphlet; three mostly visual posters at 10,000 copies per poster; three one-page mailings to village and other rural leaders at 10,000 copies per mailing.

Also recommended is the local contract production of one 15-20 minute 16 mm film per year and the purchase of more foreign family

planning and population films, preferably in Arabic.

The present 16 mm projectors should be augmented by at least 20 more, with heavy investment in spare parts. Similarly 20 slide projectors, 20 tape recorders, and 20 overhead projectors plus spare parts for all should be purchased. If possible, these should be of a make which can be serviced locally. Perhaps a service center could be set up at the ONPFP.

Although most of the media production envisioned above can be carried out on contract, it is essential that a production expert be added to the staff with at least two assistants who can work at the conceptual stages of these materials and who can supervise contractors to see that ONPFP policies and program demands are carried out and that the final product meets desired standards of excellence.

To assist in the development of this extensive program it is suggested that an international media production specialist come to Tunisia for three months a year for two years and that international travel and/or training for Tunisian personnel be arranged for three months per year for two years. Long-range training should also be considered.

5. Training

The Centre de Formation training emphasizes anatomy and physiology, contraceptive technology, and family planning. There is, however, some communication training included in the curriculum. Although the center is only one year old, considerable progress has been made in developing materials. As its director indicated, much more needs to be done.

For the communication aspects of the training program, it is recommended that proto-type materials be obtained and that Tunisian materials in Arabic be developed from them in (1) general communication theory and practice, (2) clinic education, (3) rural education and motivation, (4) causes and consequences of rapid population growth and how simple population data can be used in media and educational programs, (5) media and audio-visual techniques. AID has financed two large proto-type materials development projects: one at the University of North Carolina, the African Health Training and Instructional Project (AHTIP), which has developed French language training modules for paramedicals, family planning, and health educators and second, the East West Communication Institute population communication modular program composed of 15 self-instruction, modular, workbooks in all phases of family planning and population communication. Mexico has also developed some very interesting training materials which might be available for adaption.

The EWCI and UNCA series can be made available to the Center and can be changed or adapted as desired without copyright restrictions. The Mexico materials could also probably be made available for adaptation. It is suggested that a materials development specialist familiar with adapting these materials be made available to assist the Center in writing the Arabic language, Tunisian-oriented training materials in each of the five (or more) content areas mentioned above. It would also be useful for an ONPFP materials development specialist to visit the UNC, Mexico, and the East West Communication Institute prior to deciding on this project. If all of the recommendations in the Tunisia 1980 Programme d'Activités and the recommendations concerning audio-visual production (above) are carried out, Tunisia could well develop a center which, ^{over the next few years, could} become the model for French and Arabic-speaking Africa and, in fact, might well be developed into a regional center.

6. Documentation

Library. The small, but well-organized library collection needs more materials devoted to communication, audio-visual aids, and examples of media output. It would also be useful to have simple, up-to-date demographic data available in a form that could be used by journalists and others who often consult the library for material to include in their media output.

Printing. The excellent printing facilities may become over-extended with the mass production of simple visuals suggested in this evaluation. Although the evaluation team does not consider it a high priority, it might be well to consider studying the new materials production flow in the light of augmented printing and mailing facilities.

Addressograph. If mass mailings are to be carried out by the ONPFP (which is highly recommended above) a new addressograph should be ordered and a stream-lined mailing system developed. It is suggested that an international specialist on direct mailing spend three months (in several visits) to assist with this program.

RAPID. The Futures Group, Washington, D.C. has collected demographic, economic, and other development data for various countries in a computerized package called RAPID. This data, which is projected on a TV screen, can instantly project population and development trends based on current and past rates of growth. It is an excellent educational, visual tool for senior government officials, businessmen, journalists, etc. They can "ask the RAPID computer a question" and it will "answer" with an immediate projection such as work force growth, number of hospital beds needed, or GNP, based on any conceivable demographic pattern. USAID has funded RAPID projects for Morocco and other countries and could make it available to Tunisia if the OBFPF felt it would be useful.

7. Evaluation

Little or no evaluation of media output has been carried out in the recent past. All of the new materials mentioned in this report should have a simple pre-test prior to their mass production. At the end of each production and distribution period there should also be an evaluation study carried out.

It is particularly important that both pre-tests and post-project evaluation of information products and educational activities be carried out quickly and their results applied to on-going and up-coming projects. In cooperation with the ONPFP evaluation staff contracts could be made with local, private publicity organizations to carry out these studies.

BUDGET. A budget for FY 1981 and FY 1982-6 was prepared to estimate the funding which would be necessary should the program be augmented to carry out the^{re}/commendations made in this evaluation

As requested, this budget estimate is being submitted separately.

VI. LIST OF PRINCIPAL CONTACTS

Tunis

Mr. Mezri Chekir, President/Director-General, ONPFP
Mme. R. Moussa, Director, Population Directorate
Mr. Mongi Bchir, Director, Family Planning Directorate
Mr. Dimassi, Director, Administrative and Financial Directorate
Dr. Refaat Daly, Head of Medical Division
Mr. Gribaa, Family Planning Directorate (Equipment)
Dr. Stamboli, Head of Commercial Retail Sales Activities
Mr. Sadok Kouniali, Head of IE&C Division

Mr. B. Bousnina, Education
Mrs. N. Safi, Milieux Organisés
Mr. H. Loumi, Information
Mr. S. Djelassi, Radio
Mr. Rezgui, Audi-Visual
Mr. L. Memeche, Photographer

Mr. Benzarti, Administrative and Financial Division
Mr. Mourad Ghachem, Head of Foreign Liaison
Mr. Chaffradine, Head of Statistics
Mr. Md. Ayad, Head of Research
Ms. Ghedira, Chief of Personnel Division
Mr. Jelassi, Chief of Administration Division
Mr. Masudi, Chief of Finance Division
Mr. A. Thraya, Director Training Center
Dr. Chadi, Training Center
Mr. H. Grioui, Documentation
Mr. A. M'Zah, Library
Mr. Bradai, Print shop

Kairouan

Mr. Daachoucha Taoufik, Regional Delegate
Mr. Youssfi Md., Regional Secretary
Mr. Md. El Aloui, Hospital Administrator
Ms. Ben Halima Arbia, Supervisory Nurse-midwife
Ms. A. Abide, Animatrice

Siliana

Mr. Ben Amor Abdelmajid, Regional Delegate
Mr. Md. Ben Bechir, Regional Secretary
Mr. Sakli Md., Hospital Administrator
Ms. Rouabeh Rachida, Supervisory Nurse-midwife
Director OB-GYN
Ms.C. Kramti, Animatrice
Mr. Bel Haj, Ali, Secretary General

USAID

Mr. William F. Gelabert, Mission Director
Mr. Alan Getson, Population Officer
Mr. Anwar Bachbaouab, Administrative Assistant

USICA

Mr. William Gresham, PAO
Director print shop
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Stephen W. Bosworth