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A REPORT ON THE EGYPTIAN STATE INFORMATION SERVICE'S MASS MEDIA CAMPAIGN TO SUPPORT POPULATION AND FAMILY PLANNING

A Report Prepared By:
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EXECUTIVE SUMMARY

The mass media population campaign which has been launched by the State Information Service (SIS) has been remarkably successful during its first (one-year) phase, which was designed primarily to achieve national awareness of Egypt's population problem and to promote public recognition of family planning (FP) as a personal and voluntary method for limiting family size. The more difficult second phase will involve the thoughtful, well planned, but fairly rapid dissemination of accurate information on:

--contraceptive methods;

--sources of inexpensive or free supplies and services; and

--the dependability and limitations of methods (to dispel common fears and rumors about contraceptives).

It is axiomatic that the use of contraceptives by couples of reproductive age will not increase unless this knowledge is communicated to those persons who are or may become parents. The orderly transfer of information requires that all persons concerned with writing, shaping, and delivering messages be made familiar with and trained in family planning. This must be a vigorous effort. Furthermore, the absorption of FP messages by potential contraceptive users at all social levels must be measured.

A number of government and private organizations are concerned with information, education, and communication, or, as it is more commonly known, IEC. These include organizations at the leadership level (e.g., the Population Family Planning Board), at the professional level (e.g., the Egyptian Fertility Care Society and, increasingly, the Doctors' Syndicate), and at the grass roots level (e.g., the Egyptian Family Planning Association, the Family of the Future (a commercial retail sales organization), and the Population Family Planning Board's Population Development Program, which operates in villages).

For the mass media campaign, the SIS is the principal government-designated network for transmitting family planning information. Its key responsibility is to disseminate information on methods, their side effects and effectiveness, and their availability and to get those messages across to the public. The SIS leadership, a talented and knowledgeable group, must make the agency the dynamo that energizes the system. It must assume a stronger role as the chief designer and supplier of materials in print, film, and electronic and personal contact media. The mid-level staff are neither sufficiently motivated nor experienced to carry out this mandate which, indeed, has not been enunciated fully at top levels.

Traditionally, the SIS portfolio has included many other information services thought to be for the common good and enlightenment. For example, it has provided information on war in times of conflict and promoted stability to counter the threat of internal strife. And, much like any government information organization, the SIS has the implied responsibility to feel the public pulse and to monitor the mood of the nation's citizens and their attitudes. It is for these reasons that SIS staff must become knowledgeable about the philosophy, program requirements, and methods for popularizing family planning. Intensive training of SIS staff is of paramount importance.

Various government and private agencies have recognized the SIS's good works, but they have not worked together to develop the kind of unstinting cooperation and skillful coordination that are needed to knit together the different IEC programs. Several potentially serious disputes over film production (e.g., who is responsible for what) and several minor disagreements about messages and the targets of emphasis are brewing. There are the inevitable, discernible bureaucratic frustrations over funding apportionments. Some of these problems have prevailed for years, but all must be resolved to ensure that the thrust and impact of the national family planning effort are not dissipated, or lost entirely in the quagmire of official and private bureaucracies.

In the massive complex of information dissemination, a few channels stand out as the most efficient sources of credible change agents. The vast community of pharmacists has a key role to play. The village councils and the widespread corps of raydah rafiya ("pioneers") form another indispensible network. The numerous clinics and service points of the Ministry of Health are yet another channel, but, although they are in place, they lack even the most elemental software. All these networks must be served. At the same time, upper-level decisionmakers must be made aware of the vital importance of family planning to Egypt's socioeconomic well-being.

The public's attention often, and understandably, is diverted and divided by talk or news of great public works--irrigation, desert reclamation, new cities and factories, power grids and new roads. Although awareness of these activities is valuable, problems and issues must also claim attention. Population is a significant problem in Egypt and other developing countries. The public must be made aware not only of its importance, but also of the methods to solve it.

ABBREVIATIONS

AID/W	Agency for International Development/Washington
APHA	American Public Health Association
CBD	Community-Based Distribution
CRS	Contraceptive Retail Sales
EFCS	Egyptian Fertility Care Society
EFPA	Egyptian Family Planning Association
FOF	Family of the Future
GOE	Government of Egypt
GWU	George Washington University
IEC	Information, Education, Communication
IPPF	International Planned Parenthood Federation
IUD	Intrauterine Device
MCH	Maternal Child Health
MOH	Ministry of Health
NMPC	National Media Production Center
PIEO	Population Information Office
POP/FP	Population/Family Planning
SCC	Social Communication Center
SDC	Social Development Center
SIS	State Information Service
UK	United Kingdom
USAID	United States Agency for International Development

I. INTRODUCTION

I. INTRODUCTION

With technical assistance from the Social Development Center (SDC), the State Information Service (SIS) launched an extensive mass media campaign in support of population and family planning in Egypt. At the time of this consultancy, the SIS was finalizing plans for the final year of the current USAID-funded project.

Both USAID and the SIS felt it would be valuable to receive comments on the program's progress to date, plans for the immediate future, and the possible role for the SIS in a new project that will be undertaken within the year.

Marschal Rothe of the Near East Bureau of AID/W and Douglas Larson of the George Washington University (GWU) were retained to study the program. As a special request, Mr. Larson was asked to concentrate on film-production plans because he is an expert in this particular area.

The two consultants visited Egypt during the first two weeks of February 1981. The first four days of their visit coincided with the SIS-sponsored International Symposium on the Use of Family Planning Methods. The consultants were able to meet a large number of principal participants in the national family planning program and to discuss with them IEC plans and, specifically, their thoughts on the SIS project vis-à-vis the entire national program.

During the second week of the visit, the consultants conducted more in-depth discussions with several key program officials, reviewed materials produced by the IEC unit of the SIS, and held lengthy discussions on the program's future with SIS and SDC officials.

Because they could spend only a limited time in the country, the consultants decided to divide their reporting responsibilities. The second chapter of this report, the result of a joint effort by Marschal Rothe and Douglas Larson, is a survey of the SIS project and plans for the immediate future. Part of this section was drafted in Cairo and discussed at a debriefing before the consultant left Egypt.

Chapters III and IV were written by Mr. Larson after he returned to the United States. In these sections the author expands on specific ideas that might be incorporated into a new project which is scheduled to begin in Fiscal Year 1982. This new project will provide mass media support to the family planning program for the next several years. The author does not intend that the ideas be treated as a comprehensive design for a project but as elements of a larger program.

In accordance with the task order for this consultancy, the consultants concentrated on film production and in this report outline the development of a substantial film production capacity within the IEC unit of the SIS. Portions of the report (e.g., the training and film production flow chart) may be relevant to the unit's current film program.

II. A SURVEY OF SIS MEDIA PRODUCTION, PLANS, AND PROGRESS

II. A SURVEY OF SIS MEDIA PRODUCTION PLANS, AND PROGRESS

Introduction

As interpreted broadly by the consultants, the tasks for this assignment were to survey current and proposed State Information Service population mass media campaigns in Egypt, emphasizing especially film production, and to make recommendations on the thrust and scope of the efforts of all the campaigns' intended media in the near future and over the next several years.

The consultants' visit coincided with the visit of Dr. Donald Bogue, president of the Social Development Center, University of Chicago, which provides contracted technical assistance to the SIS. Dr. Bogue, too, reviewed the workplans for the SDC/SIS media campaign for 1981 and beyond while various mid-course programming and funding documents were being drafted and exchanged between AID and the Government of Egypt (GOE). Undoubtedly, these plans will become increasingly important in the next few months as blueprints are prepared for ongoing USAID/Egypt assistance to the IEC sector in the population program. This continued assistance, one component of a follow-up family planning project, which is likely to have new emphases, scope, and breadth, would pick up early in FY 1982.

In the following pages, the authors describe their impressions of an excellent medical symposium jointly sponsored by the SIS, the Ministry of Health (MOH), and the Doctors' Syndicate. The symposium was held on February 3-5, 1981. The authors' observations of SIS mass media activities are summarized in another section, and their recommendations for near- and longer-term initiatives follow. The consultants believe that if these initiatives are taken, various family planning programs will have an even greater impact in Egypt.

The consultants have made some striking observations. Admittedly, some of their impressions are blurred, and others have not been developed fully. Mr. Larson, who was the sponsoring agent for his own consultation, prepared a number of comments on the planning and production of films. These comments, which were sent to the mission after the consultants returned to the United States, are included in Chapters III and IV. Mr. Rothe's conclusions and recommendations are scattered throughout this report.

SIS Accomplishments to Date

A. Symposium on the Use of Family Planning Methods in Egypt

Earlier, while in Washington, the consultants wondered why a mass media organization (i.e., the SIS), rather than, say, an association of obstetricians and gynecologists or a group of family planning program medical officers and staff, was planning to sponsor what seemed to be a predominantly medical meeting. Nonetheless, they accepted the SIS's invitation and attended most sessions of the symposium, not only to hear certain speakers, but also to meet briefly with some of the key people working in Egypt on the population problem. The symposium was an extraordinary experience, a landmark conference for which the sponsors should be roundly applauded. The meetings seemed worthwhile for many reasons, some of which are described below.

- The "headline personalities" were obviously aware of the subject's importance and of the significance of their remarks before a keenly interested audience, which included a large and curious contingent of representatives of the media.

- For the most part, the speakers were professionally interested in each other's comments. To be sure, this symposium was one of the first formal meetings that Egyptian family planning proponents have had since the subject became a respectable topic for candid discussion in public and in the press. A few years ago, had such a symposium been held, no one would have expected to have been enlightened, and only a few cautious and tentative platitudes about the goodness of family planning and benefits to the populace would have been expressed.

- At this meeting, even the occasional remarks, which in past years were repeated again and again by low-level "pioneers of the movement," were stated with greater conviction and had greater impact because they were enunciated by highly-placed political and medical leaders.

- The speakers were incisive and willing to disagree with each other on some points. Expression at the meetings therefore seemed to be unfettered, and the question-and-answer sessions that followed presentations were lively and interesting. Both the consultants and the many attendees with whom they talked believed that the symposium was first-rate. The consultants suspect that for years to

come the symposium will influence the people who deliver and benefit from population and family services in the country. The symposium clearly went beyond the first stages of the SIS campaign--developing awareness--and presented discussions on the specific methods of family planning, practice, which must be disseminated widely.

The emphasis was on "method information." In providing this information, the symposium fulfilled one of the major goals cited in the document entitled National Strategy Framework of Population, Human Resource Development and the Family Planning Program, which was presented at Aswan by the Government of Egypt in January 1981, as well as in the draft and revised workplans for the second year of the SIS project and campaign.

In sum, the symposium was on target, professionally organized, and an appropriate bridge between the SIS's initial efforts to achieve national awareness and its even more difficult job of explaining family planning methods. The reinforcement by high-level political and medical figures of both awareness and "how-to-do-it" messages was vital and well timed.

B. The Mass Media Program

In recent years both consultants have made trips to Egypt to review the problems and progress of the mass media and other IEC initiatives in population/family planning. On each visit, they have continued to be struck by the complexity of the scope of activities, of the organizations carrying them out, and, indeed, of the leadership charged with their direction. The consultants acknowledge the difficulties in getting these programs off the ground. They emphasize that it is harder still to correct the course of a program when operations begin to drift, when forward movement begins to slow, when enthusiasm begins to wane, or, as may now be the case, when certain components of the mass media program begin to move too swiftly in one or another direction. Fairly critical changes in direction may be necessary. The consultants point out that they do not have all these changes in hand or even in mind, but they do offer what they hope are meaningful and useful suggestions.

1. Mass Media in the First Year of the Campaign

To almost any observer, it must be obvious that the mass media campaign has been quite successful. The interest generated by two campaigns, "Look Around You" and The Choice is Yours," and the swelling popular appeal of the hit song on family planning, "Hassanian and Mohadeen," make it clear to Egyptians and foreigners alike that considerable awareness has been achieved in Egypt.

Various goals have been accomplished in the first phase by various means. Admittedly, giveaway gimmicks are sometimes used in family planning campaigns to, literally, buy time while more far-reaching strategies are being developed. So-called gimmicks have been used in the SIS program. It is understandable that the SIS would invest effort and money in novelties because they prove to be useful. Although the consultants have reservations about the continued use of gimmicks, they believe that in the SIS program they have served their purpose, at least in the urban areas, and perhaps even in the rural areas, where people put great value on such simple items as free ballpoint pens, plastic shopping bags and plates, tea coasters, and the like.

The consultants perused many printed materials for the campaign, and also viewed the first television spots and recent "method films." One could nitpick (and the consultants do) about the technical quality, ultimate purposes, treatment, distribution patterns, and appropriateness of some of these items, but the facts are that they were produced, in quantity, and more or less on schedule, and that they hew reasonably well to the line of the major messages. This is a real accomplishment.

With the exception of the initial campaign "opener," the poster series was attractive, meaningful, and well printed. In contrast to other Muslim countries, notably Tunisia, Egypt is increasingly using posters. This is most laudable and encouraging.

The consultants are concerned that the rural areas, where acceptance of and belief in family planning are weakest, are not being provided for sufficiently. The critical need to address problems in rural areas has been noted in the "new directions" of the AID Family Planning Assistance Project, which was amended last year to include the expansion of supplies and services and which is being studied as it evolves as a new project, which is scheduled to begin early in FY 1982. All available IEC resources must be brought to bear on this effort, which is targeted heavily toward rural Egypt.

What may be called the "great mass media juggernaut" is moving forward, though not without shoves and pushes from SIS/SDC staff, help from AID, and some unconcerted assistance from kindred family planning organizations, several of which are more curious than abjectly admiring. Of course, juggernauts are not propelled, or even very well steered, by individuals; rather, they go at the pace and in the direction in which they are pulled or pushed by many people acting more or less in concert. From time to time, enthusiastic bystanders get swept up in the excitement and lend their support and help. A few inevitably miscalculate their grasp and are maimed before the journey is completed. However, in most cases, the juggernaut eventually reaches its destination, despite roadside casualties and perhaps because of the many prayers offered en route. It is likely that the mass media effort will proceed in this way. One hopes that it will go forward,

improved and sustained, and not languish (like its prototype in India) as a thing to be paraded annually at festivals and shouted at by people who otherwise give it little attention.

2. The Experience with Films

To date, the IEC unit's experience in producing films has been mixed. In the early days of the project, before the SDC contract, two documentary films were contracted out to local producers. These were "Explosion" and "A Day in the Life of a Village." Both were less than satisfactory. To their credit, SIS staff demanded changes in the films. A compromise was reached, and the films were completed. Unfortunately, the films could not be located at the film unit. The consultants' impression was that the films are not widely circulated and are of little consequence to the program.

In the last year, several "films" have been produced. Actually, they are short spot-announcements. Produced to support the major campaigns, they are aired on television with great frequency. The spots are mostly animated. The quality of work is adequate.

Animation is a good, viable choice of treatment for this type of announcement.

Four longer color films (16 mm and 35 mm, the latter for use in cinemas) on methods were completed recently. Each is approximately five minutes long and provides straightforward information. Respected physicians were used in the productions, and it appears that the information is accurate. (An English translation of the scripts was not available.) One 15-minute film pictorially describes a model Ministry of Health clinic. The services are outlined in the narration. Another 15-minute production deals with the dangers of early, late, and multiple pregnancies. The consultants received anecdotal information on this film; they noted that the IEC unit seems to have difficulty in pleasing all the organizations which are likely to use such a tool. It seems that after the film was completed, several high-level physicians contested its contents and purpose. Ultimately, the head of family planning activities in the Ministry of Health asked that the film not be distributed in its then-current form because sterilization was mentioned.

3. Clearance Procedures

The IEC unit of the SIS needs to establish clear procedures for the approval of all films. Film-making by committee is difficult, time-consuming, costly, and usually results in poor-quality productions. The SIS needs the input of the medical community to ensure the accuracy of content and the acceptability of the final product. It ought to go without saying that, if an individual or organization has the power to ban the circulation of a film, it should have an opportunity to approve it at two stages before

it is completed: after the final script has been prepared and at interlock (i.e., when visual and sound are not yet married onto film).

4. Story Content and Treatment

A series of animated shorts, each approximately three minutes long, has just been released. These shorts bring to mind the question of pretesting. They show two neighboring hutches of rabbits, some obviously happy, others unhappy, all unattractive. The unhappy rabbit parents are visited by a family planning doctor rabbit who gives advice about contraceptive methods--and then roars off in his red car. Animation may have worked for the initial campaign spots, but it must be carefully tested when used to impart method-specific information to prospective contraceptors who cannot emphathize with rabbits and may not accept a rabbit doctor as a legitimate authority. By using animated rather than live action or realistic drawings, the SIS also missed the opportunity to familiarize rural people with the important facts of how, when, and where they can expect to get advice and services. If a sympathetic and credible raydah rifeya had been used, for example, outreach workers might have been established as legitimate sources of information. At the same time, an important initiative of the national program would have been supported.

5. Medical Content

An English translation of the script of the rabbit story was not available, but part of a script on the pill was translated by a staffer. A prospective rabbit client is being warned about "sugar in your urine" as a contraindication and is referred to a clinic for a checkup before the pill can be prescribed. Without an accurate translation, it is unfair to criticize the material, but the consultants would stress that medical content such as this needs to be considered carefully to ensure that the advice given in the film is consistent with the direction of government programs and does not undercut Contraceptive Retail Sales (CRS) programs.

6. Quality Control

Virtually all the films illustrate the competency of the technicians who worked on the projects (e.g., cameramen, sound, lights, etc.), but they also reveal problems with local laboratories. There is an excessive amount of dirt on the original negatives, which means that the work was done in a less than clean lab setting. As a result, the original will have a shorter than normal use-life. Fortunately, films that were planned for quantity distribution were made in duplicate so that the original could

be preserved. The stock which was used, at least for the prints sent to AID/Washington, appears to have shrunk slightly. Because these are new films, one could conclude that the lab is printing on old stock. If this is the case, the prints will become brittle more quickly and have a drastically reduced life expectancy. In light of these mishaps, the SIS should warn the labs that it will not tolerate sloppy processing and that, henceforth, it will maintain tight quality control.

Recommendations for the Near Future

A. Organization and Operations

It was both a propitious and troublesome time for the SIS/SDC project when the consultants arrived in Egypt. The second medical symposium was a success, and the awareness campaign had apparently done its work well. The SDC cadre, guided by the consultant Robert Higgins, worked hard and long to get things started and to delineate the initial functions. Mr. Higgins has established a fine working relationship with his Egyptian colleagues at all levels in the SIS. The rapport is readily apparent.

The consultants observed the difficulty in directing (or counseling) the project. This is not an easy task for many reasons. First, the project's administrative core is in Cairo, but USAID/Cairo oversees day-to-day monitoring and funding. Some of the project's professional expertise (e.g., research, baseline survey design, data feedback analysis) is at the SDC home base in Chicago. Moreover, AID offices in both Cairo and Washington are responsible for evaluation and justification of funding.

It is perhaps for these reasons that the SIS and SDC are bound to differ about program thrust and emphasis. In fact, these differences emerged during the consultant's visit with Dr. Bogue and Messrs. Higgins, Sharaf, and Sherbini. During the first week of February, and apparently without consulting Mr. Higgins, Dr. Bogue revised Mr. Higgins' workplan for Year Two. By and large, the changes were for the better, and Dr. Bogue was justified in insisting that less effort be devoted to the promotion of awareness and more to training. The consultants also favored Dr. Bogue's revisions of program emphasis, social-sector targeting (i.e., less urban and more rural), and use of media. The consultants believe that, when considered altogether, the revisions improve the earlier strategy. Some of the consultants' bias is attributable to their presence in Cairo at a time when much SIS energy and expense were being committed to continued awareness-promoting efforts, such as putting up posters and campaign symbols in nearby Giza Governorate and distributing gift bags, key chains, plates, coasters, pens, etc. More educational literature appears to be needed. What is now available is in short supply.

1. After Awareness, What?

The earlier line-item budget proposal included $185,000 for promotional items for 1981. This allotment seems excessive and out of proportion, especially when one considers that the radio budget for the same year was pegged at only $50,000 and that all audiovisual items were to have been obtained for no more than $85,000. It is not clear why "awareness items" should receive more than a small fraction of the budget in the new phases of the campaign, when, according to the results of a baseline survey conducted less than 13 months ago, 9 of 10 Egyptians (men and women) already approve, either moderately or strongly, of family planning as a method for spacing or limiting births. (There were 12 times as many strong approvers as moderate approvers.) Certainly, the mass media must continue to hammer away at those who are neutral, who are holdouts, or who "intend" to start using contraception at some undetermined time. They, too, must be made aware and then won over to practice. But different tools and motivational approaches that cost money and require hard work must be used.

2. More Training for Tasks Ahead

Two points must be considered in training individuals whose jobs (like those in the SIS) require a knowledge of communications practice and a familiarity with family planning and the skills that go with family planning education (e.g., counseling and method-training). Like Barbara Turner, who was observing health center staff during a concurrent visit, the consultants noticed that SIS central and regional office personnel were "not well versed in contraceptive methods, particularly beyond pills and loops, but--more importantly--were unable to articulate the relationship of health of the mother and her children to childspacing." It would be unrealistic to expect a cadre of employees who are IEC-oriented to become quickly immersed in family planning knowledge. Still, the best way to sell a product is to know it thoroughly and to be able to describe its virtues to anyone willing to look and listen.

The earlier SIS workplan for 1981 did not outline in detail the components of an IEC training program for SIS and other ministry personnel. It did specify that the University of Chicago would sponsor a communications workshop in Cairo. (That workshop has been scheduled for June). Dr. Bogue's revised workplan does, however, describe an ambitious program of long- and short-term training overseas, in addition to short-term training in Egypt. His suggestions seem to be well founded and desirable, but they may be too ambitious for a single year. Moreover, the possibilities of third-country training appear to have been overlooked.

3. Third-Country Training Possibilities

Several countries have advanced IEC programs that provide interesting case studies for others concerned with population communications. A strong argument can be made that third-country training would be more relevant than almost anything offered in the U.S. Many excellent programs in Latin America would pose language problems for Egyptian participants, but in several Asian settings, where English is widely spoken, interesting instructional experiences might result. Thailand and the Philippines would be two such settings.

Thailand: The Asian Center for Population Training, operated by Community-Based Family Planning Services, offers a valuable two-week course in community-based distribution (CBD), including elements important to IEC workers. It is possible that the Asian Center would design a special course if a formal request were submitted and an adequate number of participants enrolled. In addition to the center, the Thai Government offers a comprehensive advanced information program that is useful to visitors.

The Philippines: With a diversity of programs, the Philippines boasts a large number of IEC efforts. The Population Information Office (PIEO) of the National Media Production Center (NMPC) is an historical parallel to the IEC unit of the SIS. In its 10 years of work, the PIEO has produced an enormous number of materials of all kinds. The PIEO could provide numerous prototype materials (many in English) and a look at the directions toward which SIS might head in the future. The Philippines Social Communication Center (SCC) has pioneered the development and production of family planning materials. It now offers a course in development communication at its impressive facility, which embraces a vast commercial printing business, radio and television studios, and studios for documentary film production. The Institute of Mass Communications at the University of the Philippines has devoted years to population communication and is responsible for some of the most sophisticated communications research ever conducted.

Visits to either Thailand or the Philippines could be combined with shorter stayovers in countries where family planning has made great strides. Hong Kong, Taiwan, and Singapore all offer advanced programs of interest. Short-term (6-8 week) training experiences can be more intensive than more leisurely-paced academic study, and they may expose the trainee to a wide range of activities and programs, in addition to work in special areas of interest (i.e., film, print, training materials, research, etc.). Compared to the cost of an extended stay in the U.S., the cost for third-country training would be modest, and a greater number of staff would be exposed to training programs.

In their conversations with SIS staffers in the U.S. and with others in Egypt, the consultants were made aware of the urgent need to build up competence in certain categories of staff involved in planning, writing,

(for all media), publications design, film utilization, etc. Little coordinated talent or experience among mid-level SIS staff is apparent. Training that will not require that staff be away from their jobs for an inordinate time is vital. Among internal staff, there are morale problems (jealousy of a trainee who goes abroad, threats to job security, etc.). These problems are common among organizations when training considerations come into play. They should not be ignored, but neither should they prevent staff from being trained.

The consultants learned recently that the SIS is trying to develop at the American University in Cairo a special communications/mass media course for SIS staff. This would answer many urgent and current training needs.

B. Programming and Production

1. New Films

SIS plans for 1981 do not include a list of specific films to be produced. It is clear, however, that some films will contain simple information on contraceptive methods. Dr. Bogue listed in his revised plan of IEC activities five specific productions which he thinks are high priority. These productions would describe:

--what the public needs to know about the physiology of human reproduction (10 minutes);

--what the public needs to know about the contraceptive methods available in Egypt (10 minutes);

--what the public needs to know about the benefits and risks (long-term complications) of contraceptives (10 minutes);

--answers to questions about family planning most often asked in Egypt (10 minutes); and

--how family planning benefits the individual citizen and his family in Egypt (10 minutes).

It is conceivable that the second and third and fourth and fifth items might be combined into two single films. This is a list of valid emphases. These productions would provide the substance needed to complement the campaigns.

More films must be produced and prints must be provided in large quantity. The consultants were informed that in both the Population Development Program and within the Ministry of Health network there are approximately 125 16mm movie projectors (i.e., approximately 250) that go unused because there is no software to run through them.

"Egypt 2000" is the theme of a proposed film which interests the AID mission and both Dr. Bindary and Mr. Sharaf, who, while visiting the U.S., observed the completion of a similar production by The George Washington University for the Mexican Government's family planning organization, Coordinación. This film enhances pictorially and dramatically the projections illustrated in the RAPID presentation: that, if population growth is unchecked, in the next 20 years there will be fewer schools, less energy, less housing, less transport, less land available for food production, fewer available jobs, and decreased public health and other social services. Mexico found its film to be a highly useful promotional tool for television, cinema, and rural audiences reached by audiovisual vans.

It must be expected that of all the film titles proposed by and for SIS distribution, the bulk will be produced in Egypt. This assumption, however, ought not to obviate the contracting-out of especially difficult films that can be better done by experienced non-Egyptian producers with clearly superior facilities and film-making approaches. Nor should the possibilities of collaborative production be ruled out when a professionally higher-calibre film is obtainable.

2. Updating and Popularizing the RAPID Presentation

The RAPID presentation must be updated and popularized. Not only does this effort have the official blessing of Mansur Hassan, the Minister of Presidential Affairs and Culture and Information; it also is a notion keenly held by Dr. Aziz Bindary of the Population/Family Planning Board. At present, the Futures group is charged with reprogramming the presentation, updating the figures (some of which are two years old and need minor changes), and bringing the presentation back to Egypt early in April 1981 for a new showing before economists, development planners, and the like. A motion picture version of the presentation which is suitable for television (and therefore the populace at large) has been planned for more than a year, but no firm decision or movement toward actual production has been made. Mansur Hassan's reiterated request for this version was conveyed personally on February 3 by Ambassador Atherton to Mr. Sharaf (SIS), who told the consultants on February 15 that he was writing Mansur Hassan to assure him that SIS would cooperate with Dr. Bindary to see the production to completion. The Population/Family Planning Board budgeted $125,000 for FY 1981-1982 for film production, and the consultants think that Dr. Bindary would willingly spend at least part of these funds for the purpose. The remainder could come from 1981 project funds for IEC or innovative activities or from funds which, no doubt, will be programmed for IEC work in the new project beginning in FY 1982.

To produce a popular film that can be understood by the lay person, an animated treatment will almost surely be required. Animation is expensive no matter who does the film work--Egyptians or non-Egyptians. Knowing that Dr. Bindary and Mr. Sharaf are familiar with some of its earlier population films, The George Washington University expressed an interest (through Mr. Larson) in updating and popularizing RAPID and in providing both film and videotape versions. This effort could be a joint undertaking by the SIS (as producer) and GWU (as the filmers). The work could begin in two months. The film would be available by mid-summer.

It is not clear how such a cooperative arrangement could be worked out among Mr. Sharaf, Dr. Bindary, and the mission, with Mansur Hassan's blessing. The consultants believe that, once the funding hurdles are cleared, progress on this effort will be made.

3. Improved Clearance Procedures

No matter which films (or videotapes) are produced by the SIS in the coming year, consideration should be given to several issues concerning production and distribution. As noted elsewhere in this report, film-making by committee is not easy. Procedures are urgently needed to ensure the accuracy of content, acceptance of the message by the target audience, and acceptability of the film by the many cooperating organizations which need it. It would be impractical to circulate every script to every organization interested in this complex program, but a list of the organizations that are most influential and knowledgeable about the program could be prepared. A series of scripts could be circulated at one time. The "reviewers" would be bothered less often and, at the same time, they would get a feel for completed film and video production plans.

The SIS might consider attaching a covering letter to the scripts that are being circulated. This letter would include a production schedule, acknowledge the reviewer's own busy timetable, and set a specific date for the return of all comments. This would allow truly interested persons to respond, but it would not delay production while response from the entire group is awaited. Those who are allowed to review the film's content are likely to be more interested in the project and to accept it on its completion. Reviewers ought to receive some remuneration for their time.

After production, approval of an interlock (i.e., the presentation of edited pictures with full narration) should be obtained from the highest single authority. If possible, an interlock should be shown to the reviewers who responded to the particular title. This would ensure support for the finished film. If the interlock is arranged for several people, every effort should be made to show the film at one session so that all the reviewers can be party to the full discussion. Written notes on the final recommendations should be made and approved. This will eliminate

misunderstanding among the group. As an incentive for the reviewers, the SIS might list their names in the credits to thank them for having cooperated in the production; such participation usually results in pride in the final product. It is essential that changes in a film be proposed before interlock to minimize costs. Subsequent changes are especially costly.

4. Planning for Commodities

By planning ahead for an entire year of production, the unit can estimate its commodity assistance requirements. Film reels, it seems, are in short supply in Egypt, and many SIS productions have yet to be mounted, which means that they are useless to the program at this time. Reels appear to be cheaper in the U.S. Price lists have been furnished to the SIS. Film stocks, too, may be cheaper in the U.S., and they are generally fresh. The SDC's Chicago office should be able to provide such procurement information.

5. Targeting the Pharmacists

SIS/SDC workplans for 1981 emphasize the provision of instructional materials in quantity and of information to Egyptian pharmacists about family planning. This is a huge task. There are 5,500 pharmacies in Egypt (2,000 in and around Cairo alone). The Family of the Future (FOF) has special expertise in this area and in CRS.

On the surface, the SIS/SDC appear to be duplicating the effort of the FOF and infringing on its territory. Effat Ramadan, the director of the FOF, acknowledges this but accepts it as inevitable. He reasons that pharmacists, first and foremost, are businessmen who, although they will take little time to read family planning information, will listen if such information is presented to them orally and interestingly enough. To this end, he has scheduled a Pharmacists' Day [sic] for March 23 and 24, 1981, which will be opened by Mrs. Anwar Sadat, who will receive a medal as "Mother of Egyptian Family Planning." Mr. Ramadan plans a seminar in April 1981 for 800 Cairo pharmacists. At that time, Mr. Ramadan's staff will begin a new, all-out effort to educate pharmacists in family planning practice. Among other things, the pharmacists will learn what to tell customers who call for supplies.

There is no doubt that the SIS and FOF have much work to do to familiarize pharmacists throughout the country with family planning. Outside the peripheries of the large cities, a vast rural audience is not being sufficiently served by the pharmacists, although there may be spinoff benefits, for country people do come to town and avail themselves of pharmacies, perhaps at the recommendation of their city-dwelling kinfolk.

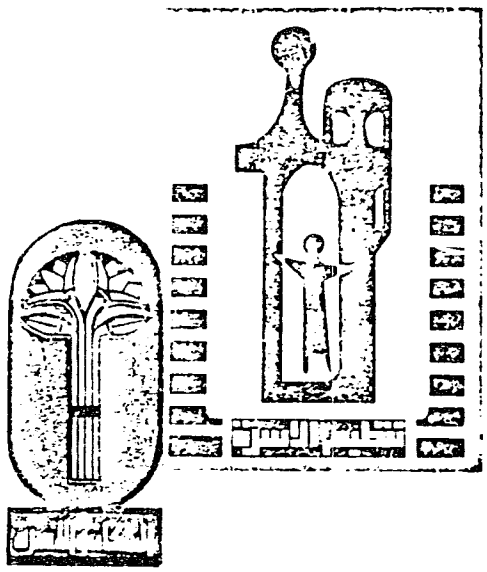
To document the FOF program, Mr. Ramadan would like to produce a short film that traces the beginnings, progress, and even pitfalls of the project. He also envisions setting up an in-house advertising agency (similar to LINTAS, which was created as an internal ad agency for Lever Brothers in the United Kingdom (U.K.) and elsewhere years ago) over which the FOF would maintain control. By setting up such an agency, the FOF would save the percentage commissions that ordinarily flow to outside agencies. The agency would supervise the production and disposition of the FOF's print and electronic media materials for the life of the project. This is a sophisticated concept with much merit. An in-house agency may not be needed, however, if the SIS itself becomes the principal supplier of media materials for all programs, public or private.

6. The Need for a National Program Symbol

It must be decided soon--and at a high level--whether the campaign symbol used by the SIS should be declared the official symbol of family planning program activities in Egypt.

It is understandable that the Population and Family Planning Board and the Family of the Future developed their own logotypes. (Of course, the symbol of the former predates that for the SIS mass media effort.) But if SIS is to be the senior partner in a national promotional effort, its symbol ought to prevail, if only to enable the "customer" to identify a brand of contraceptives. The SDC and SIS have asked AID to try to persuade its intermediaries to adopt their symbol. This effort is worthwhile, of course, but the Egyptians themselves must make the final decision.

If a single symbol is not adopted, a compromise solution might be feasible. For example, a composite logo might be designed. The SIS symbol would be uppermost with the symbol of the kindred organization over- or underlapping it. As an example:



Programming for Targets of Opportunity

A. Electronic Media and Mailings

1. Radio Schools

To encourage regular listening and to provide a vehicle for disseminating family planning information, it may be desirable to produce a radio series which, as a "classroom of the air," could offer lessons in breastfeeding, oral rehydration of small children, supplemental feeding of infants, etc., in addition to talks on contraceptive methods and their side effects and contraindications, spacing, etc. To ensure success, women could be "enrolled" in the classes and receive "graduation" awards to certify and recognize their participation.

2. Telephone "Hot Line"

Given the recent and marked improvement in Cairo telephone service, it might be possible to set up a family planning "hot line" of the kind used in Mexico City and several other world capitals. A trained counselor, sitting in a quiet, central location and armed with a list of service points throughout the metropolitan and fringe areas, could provide up-to-date, reliable information. The cost of investment would be low.

3. Questions and Answers by Mail, Radio, and Television

As the mass media campaign begins to concentrate more upon method-specific messages and modes of information transfer, the SIS might consider ways to establish direct contact with Egyptians who want information. For example, a counseling-by-mail service could be provided. It should be possible to advertise in popular magazines that free literature is available by mail from the SIS. The reader would be required to clip and send in a completed coupon. A reader who spends time and money to make an inquiry is indicating (s)he is seriously interested in a product. The coupons could be keyed to determine which magazine or magazines best reach the target audience. (It is assumed that an adequate supply of materials is on hand for distribution by mail. Printed matter alone is not sufficient, particularly when questions are complex.)

Another advantage of the mail-in approach is that prospective clients can ask questions which will give SIS writers (and researchers) an insight into the kinds of issues that concern Egyptians. The baseline survey provided much information on this subject, but there is some feeling that the respondents who were queried by fieldworkers gave, in many cases, what they perceived was the answer expected of them. Moreover, the survey workers sometimes identified themselves as "official" SIS opinion-samplers. This

in itself may have been perceived as a threat to citizens wary of "thought-police." It is conceivable that questions and answers on coupons would be more candid, even though they would be addressed to the SIS, albeit less directly.

The inquiries-by-mail operation could be made even more effective if the mailed literature were reinforced verbally (i.e., on television or radio) by a credible respondent, say, a doctor, real or fictional. One possibility is the "Family Planning Doctor" who answers questions over the air. The idea has been popular with listeners and viewers in many places in the world. It was tried, with success, in Tunisia, where a "Dr. Hakim" attracted quite a following. (The consultants should add that, while visiting the Nile Training Center, they were struck by the fine equipment available for recording, videotape production, and reproduction. They did not observe much training in progress, but that may have been the result of bad timing. The center has assisted the SIS in producing films and videotapes, and it seems to be well qualified to do more if enough software can be fed into the system.)

4. Messages to Parents

If, when registering a birth (of a boy or a girl), parents are required to give an address for the newborn and themselves, and if the mails are reliable in at least some areas, fathers and mothers could be targeted for special congratulatory messages that emphasize the advantages of childspacing, etc. Similarly, newly married couples could be addressed with mabruk greetings. They would be wished happiness and reminded that they should plan their families early on by spacing children at proper intervals. Service and supply points for contraceptives could be listed on a small slip inserted into the greeting card.

B. Other Media

1. "Goha says...."

For decades, one of the "relief valves" of the Egyptian middle-class and low-income people has been Goha, a fictional folk hero and shrewd rustic who, with a Will Rogers kind of disdain for bureaucracies, imparts wisdom in comments to his donkey. During the somewhat repressive Nasser regime, for example, Goha enjoined rural folks not to go to the dentist "because these days nobody is permitted to open his mouth." Goha's popularity has waned in recent years as radio and television commentators have become the guides to the public consciousness, but there is still reason to believe that Goha could be used as a kind of disembodied character who dispenses credible advice to the masses. He could be manipulated, if you will, to say sage things about family planning: the advantages of spacing to improve the health and attractiveness of mothers who have fewer pregnancies, the economic advantages of feeding fewer children, etc. No one

knows what Goha looks like, but a sketch of him might be made and reproduced on flyers that carry a few of his observations (which, if necessary, could be read to illiterates by their coffee or tea shop friends).

2. Puppets, Singers, Etc.

The consultants were unable to observe certain other applications of media in Egypt. Many programs in Asia employ puppets, poets, and wandering minstrels who travel from village to village imparting information among rural people. These applications are probably feasible in Egypt, and the SIS might want to consider them, even though it may be using a sufficient number of media at this time.

3. Exhibits

For some time, the use of traveling exhibits and displays has been discussed and planned, but, apart from setting up stationing "booths" or distribution points at local religious fairs, little has been done. One recurring idea is to move from north to south by trucks a fairly substantial exhibit. The exhibit would be transported along the roads paralleling the Nile artery, perhaps at the same time that a similar show is proceeding north from, say, Aswan. The exhibit could be transported by rail, using a passenger car (or two, if necessary) converted to dormitory-style housing for the staff. The exhibit could be set off on sidings along the right of way from station to station. Townspeople would visit it according to a prearranged and publicized schedule (this would maximize local interest and impact). Local or regional SIS staff could help.

Some years ago, a high Egyptian information official suggested another approach: a family planning "showboat" (motor or sail), an exhibition craft that could be navigated up and down the river and stop for a day or two at towns along the Nile. This approach would provide many opportunities for film-showings, demonstrations, local participation, and information dissemination. These approaches may be costly, but they would reach people who perhaps have access to radio or television but who are not exposed to other kinds of "educational entertainment." Given the novelty of these approaches and the local interest they would generate, it may be worthwhile to pursue them.

4. Kiosks

The SIS has been considering the use of kiosks from which to distribute literature on family planning. Whether this idea can be expanded to include the provision of non-prescription contraceptives is another matter. In India contraceptives have long been available at railway stations and festive special "camps." And in less sensitive societies, like Thailand's,

it is fairly common practice to distribute contraceptives outside clinics and hospitals. But it would be inappropriate to launch an on-the-street contraceptive services program (e.g., male sterilization) in Egypt.

5. Printing and Graphics

The print media available to the SIS offer many new opportunities, even though output will be aimed at illiterate people in rural areas in the coming months. The consultants visited Dar el-Hillal, a government printing establishment, where many such items, chiefly, periodicals, are published. This establishment is one of which any nation could be proud. The government obviously maintains an even-handed policy when procuring graphics (the best bidders, whether government or private, are selected). The SIS should continue to acquire good-quality prin[illegible]ducts. Quite often, low-income and rural people have an uncanny kna[illegible] for spotting poor art work and inferior production. An item that is to be cherished and heeded, such as a calendar, should be attractive and stylishly done.

In 1980, nearly 400,000 posters and 300,000 or more symbols were printed by the SIS. In addition, five booklet titles, with press runs between 20,000 and 1,000,000, were produced for the program in Egypt and Switzerland. More copies, literally millions of copies, will be needed in the next year or so. These materials must be planned carefully. Their design should reflect an understanding of their audience and their uses.

C. Long-Term Activity Proposals

1. The Religious Sector

The consultants believe that use of one of the major institutions in Egypt--the church--should be explored intensively. This notion of using the religious sector is the cause of much apprehension among Egyptians and non-Egyptians who are concerned with propagating family planning. The possibilities of cooperating with religious and academic figures, such as those at Al-Azhar University, continue to be intriguing. Dr. Fuad Hefnawi, dean of the Medical Faculty and director of the International Islamic Population Center, Al-Azhar University, spoke enthusiastically about the several conferences that have been or will be held under the university's auspices. These conferences have dealt with the status of women in the Muslim world, "motherhood and Islam," and problems of youth in the Muslim community. It is hoped that in the next year or so, a conference on the "ambivalence of Islam toward family planning" will be arranged. Dr. Hefnawi envisions a vastly larger "dialogue starting up between scientific and theosophist" communities. Al-Azhar's Wajihuddin Ahmed envisions seminars that would focus on family-centered, rather than community-centered, considerations. This idea has a faintly novel ring to it, at least to a non-Muslim.

Dr. Bindary fears that the religious sector may "cause problems" for the family planning program. He emphasized that a backlash would be highly unproductive, countering all that the government is trying to do. Dr. Bindary's fears may or may not be justified, but it is certain that an open-minded approach to the idea is needed. What may appear to some observers to be a minefield could conceivably be a garden of opportunity.

2. Technical Assistance to the SIS

The Egyptian government and the AID mission must decide whether the SIS should extend its contract with the SDC beyond October 1, 1981 (the scheduled expiration date). The consultants believe that the SDC's guidance, and the energies and experience not only of its head, Dr. Bogue, but also of Mr. Higgins, the on-site consultant, have been extremely valuable to the SIS. The mass media campaign is now entering a difficult phase of operation; specific targets and methods for conveying messages must be determined. The SIS needs all the help it can get to complete this task. To change mentors at so crucial a time would not appear to be wise. Indeed, there have been a few differences of opinion, but these are inevitable in this kind of collaborative effort, healthy reminders to both parties that no one view suffices in a situation of such complexity. If AID funding is available, this partnership should not be dissolved as long as the SIS is not able to go it alone.

3. Evaluating the Impact of the Mass Media Campaign

The USAID population officer, Mr. Thomas Reese III, has sought advice on ways to measure and analyze the effectiveness of the mass media effort. It is, obviously, too early to take such a reading, but it is not too early to plan for it and to develop a methodology. Certainly, it will not be sufficient to gauge effectiveness simply by calculating any increase in the number of visits to family planning clinics. Moreover, a follow-up assessment of attitudes and practice would not, in all probability, be meaningful if it were conducted now, immediately after the completion of the baseline survey. The Westinghouse Contraceptive Prevalence Survey should be completed soon. The results of that survey and perhaps other new data may be useful in analyzing the impact of the program, a study that might be done in the early spring of 1982. It is hoped that these data will show a correlation between the absorption by couples of mass media messages and the proven use of contraceptives. This kind of information will be most useful in evaluating the impact of the mass media campaign.

Obviously, an accounting of SIS output (e.g., the amount of printed matter distributed; minutes and hours of air time; inches of newspaper and magazine publicity generated; estimated numbers of persons "exposed" to the messages at meetings, rallies, seminars, and local festivities) would, for the most part, be meaningless.

The design, to say nothing of the actual enumeration itself, of an effective study will be a task of considerable magnitude. The Egyptians themselves should design the evaluation, with the assistance of non-Egyptians who are familiar with the current campaign operations but as detached as possible from the actual undertaking.

In the time available to them, the consultants were not able to concentrate on this problem. Painstaking planning by IEC analysts with more specialized experience than the consultants possess will be required.

III. POPULATION/FAMILY PLANNING FILM PRODUCTION

III. POPULATION/FAMILY PLANNING FILM PRODUCTION

Among all mass media, motion pictures are generally considered to be outstanding in their capacity to influence human behavior. In this context, the term "motion pictures" is used to encompass television as well as cinema because television is, of course, images in motion with accompanying sound. The difference is in projection, or, if you will, distribution. In the last 60 years, this capacity to influence has been used purposefully and increasingly by governments, political parties, religious movements, and a variety of individuals.

Frequently, the power to influence has been used indirectly as an adjunct to art or entertainment. In its early years, the Soviet Union made films which ostensibly entertained and inspired, often with considerable artistry, but which propounded concepts that were potentially threatening or distasteful to the general public. Through these films, the Soviet Union made certain political concepts acceptable. Nazi Germany glorified harsh measures, and validated outlandish theories, through the skillful use of films.

Not all the persuasive power of films has, of course, been used to such drastic ends. Moreover, a good deal of it has been incidental to far more superficial purposes.

Sociologists and manufacturers alike still express surprise over a film-related incidence in the United States in the mid-1930s. In a casual little romantic comedy called "It Happened One Night," Clark Gable had occasion to remove his shirt, revealing that he was not wearing an undershirt, and bared his muscular torso to the astonished eyes of audiences which, in the mid-1930s, were not all accustomed to the sight of skin.

The men's underwear industry never recovered from this glancing blow. Whole generations of young men, then and later, concluded that undershirts were unnecessary.

This may seem to be a trivial example of the power of films to influence. But, to be sure, neither the makers nor sellers of men's undershirts saw it that way!

Countless scholarly theses have been written on why films' power to influence is so great. That ordinary people identify themselves with film characters is conceded without being wholly understood. The simplest explanation may be that films tend to arouse a stronger and deeper emotional response than other mass media. On occasion, radio approaches a response of comparable magnitude, but this is rare. A person does not often listen to radio with as much concentration as he watches a film.

Thus, an organization confronted with the task of bringing about a fundamental behavioral change would do well to consider with the utmost seriousness a wide use of films to inform and motivate the general public.

Films are expensive. Everything that goes into their making--raw materials, machines, electricity, electronic and chemical processes--is expensive. The human factor, too, is expensive. Film-making is not a profession that can be mastered easily or quickly. Films will always be expensive, but they need not be extravagant. Prepared wisely and appropriately, used fully, they can be entirely cost-effective in proportion to their potential influence.

Film as an IEC Vehicle

Films have long been used in population/family planning communication projects. Three factors make films an especially appealing IEC vehicle in Egypt: low literacy, access to television, and 16mm projection.

1. Low Literacy

In a country with a high rate of illiteracy, the ability to communicate in pictures and with the spoken word is critical.

2. Access to Television

It is now estimated that over 50 percent of the households in Egypt have a television. This number continues to grow. This is a recent phenomenon, the result of the influx of earnings from Egyptian laborers working outside the country. Television will soon be to Egypt what radio is now throughout the developing world.

Apart from the logic of using television to reach rural people in Egypt, there is a practical consideration: as the number of television receivers increases, the demand for programming will likewise increase. Given the demand for softwear, it becomes increasingly likely that population/family planning programs will be welcomed by those responsible for filling the hours of television time.

3. 16mm Projection

The combined resources of the SIS, the MOH, and the Family Planning Association of Egypt constitute a significant infrastructure for 16mm film projections. That infrastructure is in place. This projection network is underutilized for there is little to show. If family planning films were available in sufficient quantities, this network could be used in a variety of ways.

The production of films which support national family planning objectives and which can be used by many agencies is a task to which the IEC unit of the SIS is uniquely suited.

The SIS unit represents the concentration of media expertise available to the family planning program. It is logical that this unit would perform the media tasks which require the greatest technical skill and sophistication. It is, for example, possible that several organizations could produce a brochure or poster. Many would be able to supervise the production of an effective radio spot. It is unlikely, however, that any of the organizations have the in-house capability to produce films.

Extensive film support from the SIS would allow the unit to provide a unique service to the entire national program. Other agencies would especially appreciate this support because they lack the funds and expertise to tackle this particular communication task. By becoming the supplier of much needed films, the SIS would legitimize its role in the program and establish cooperation among all partners in the national effort.

IEC Films in Egypt

The IEC unit of the SIS has concentrated on spots and short informational subjects. These are legitimate priorities. By no means, however, has the unit begun to explore the vast potential that films offer. The following list illustrates how films might be used in the Egyptian program. It is deliberately expansive. The authors hope that it will show that endless possibilities exist for an effective film section within the SIS.

1. Raydah Rifeya

These 2,500 auxiliary health workers are the core of the population development project. A film that identified and dramatized the role of the raydah rifeya would

also inform the rural population about the services these women provide. Such a film would also provide a role model that the worker could emulate.

2. Delaying Marriage

In Egypt, persons marry at an early age. This is an important factor in the high birth rate of the country. A film--perhaps a drama--could emphasize the advantages to a woman and her family of delaying marriage for a year or two.

3. Demand Creation

A serious consideration in Egypt is the availability and quality of services in clinics. It is possible that clinic personnel might respond to the needs of their clients more sympathetically if a role model were created. A film that showed a clinic providing high quality care would raise the expectations of villagers while simultaneously improving the performance of clinic personnel.

4. Family Planning is Good for You

An appeal to the individual sense of well-being is frequently the most persuasive argument that can be made in family planning programs. Women especially need to know that family planning is good for their health (and good for the health of their families), that it will keep them younger, more attractive, etc. This message can be approached in a variety of ways.

5. Spacing

Many people think of family planning only as a means of limiting family size. A film aimed at young people could encourage them to marry late, plan their families early, space children at a proper interval, and stop at two or three children.

7. For Men

Men frequently are overlooked as a target for family planning information, yet they are very important when it comes to decisions about fertility. A drama aimed at men might deal with the myth that many children are a sign of virility. A film could point out to men that providing adequately for a family is the true measure of a man.

8. MCH

Linking family planning with general family health is sound for a variety of reasons. Spacing, breastfeeding, oral rehydration, and nutrition are all activities that improve health and lower infant mortality. These topics could be covered in a single educational film.

9. Person-to-Person

Given the thousands of workers who are being trained in Egypt and who are associated with family planning in one program or another, a training film on face-to-face communication is urgently needed. Such a film would instruct workers in what to say and how to say it, and provide answers to frequently asked questions.

10. Special Audience

It would be useful to produce films addressed to the large groups within the general population that are identified as special targets of the program. Teachers, the military, farmers, factory workers, and others can all be targeted with specific messages to which they are especially likely to respond. Films of this kind are particularly useful when they are produced in coordination with special programs that provide services to the various groups.

11. Introduction to the Program

In a program as complex as Egypt's, a film that highlighted the contributions of the key partner agencies in the national population program would be justifiable. Such a film would help the public understand the program, establish better cooperation within the program, and be a valuable briefing tool for the many visitors interested in the program.

12. Folk Parable

A film version of a traditional folk media presentation which includes a family planning message might increase dramatically the use of that presentation. Be it puppets, poetry, Hoja, or songs, these performances will make memorable films that are both entertaining and educational.

13. Building on the Family Planning Infrastructure

Many countries have found that the structure used to deliver family planning services can also be the nucleus for other development activities aimed at the village level. Mothers' clubs organized to discuss family planning have expanded their activities to include income-generating projects, and traditional midwives trained to dispense contraceptives now offer an oral rehydration formula. Any such example of expansion from a family planning base at the village level should be documented on film. This will contribute to the spread of the innovation to other villages.

14. Training the Raydah Rifeya

Given the large number of raydah rifeya, one can expect that a massive training program will continue for years to come. A film which instructs the women in ways to set up their work, to become acquainted with their territory, to map their strategies (or even their villages) would help make training systematic. The film, which might also show ways to respond to a difficult encounter, would constitute a short course in motivational behavior at the village level.

15. In-Laws

In-laws are an especially attractive target for a film on family planning. In many countries, the desire for grandchildren is a major deterrent to fertility limitation. The archetypal matriarch and patriarch are wonderful characters around which to build a drama or comedy which ultimately would point up the need to re-think the traditional values of a large family in these changing times.

SIS Film Production Staffing

The IEC unit of the SIS could select one of three alternatives to produce population/family planning films.

As one alternative, a film section or office within the unit could be created. There would be sufficient personnel to handle all production tasks in-house. Many technical positions would have to be added to the staff, training costs would be substantial, and the expenditures for equipment would be enormous. This approach is not recommended.

A second alternative would be to strengthen the existing film production capability within the SIS central office. This would enable the staff to produce the required family planning titles. This alternative would provide immediate access to a cadre of experienced film-makers, but it might limit the options for using the creative talents available in the commercial sector.

The third and recommended alternative is to build limited film capability within the unit and to allow the unit the greatest possible flexibility to rely on the talents of both the SIS central office production staff and the commerical sector. This would enable the IEC unit to produce a number of films simultaneously and to use the most appropriate producer for the task at hand. It would also eliminate the need for any extensive investment in equipment.

The size of the film office within the IEC unit of the SIS would naturally depend on the production schedule envisioned. The following list illustrates the kinds of positions that should be considered within the unit. With this staff, between three and five 20-minute productions could be undertaken each year.

1. Executive Producer

It is essential that at least one person within the unit have a comprehensive knowledge of film-making. This individual should also have a thorough understanding of population/family planning. The executive producer would have overall responsibility within the unit for the production of films contracted either to outside producers or to SIS central staff. The executive producer would coordinate all aspects of production, including scripting, pretesting, solicitation of proposals, review of proposals, contracting with selected producers, monitoring actual productions, editing, approval of the interlock, and distribution of the final product.

2. Production Coordinator

An SIS production coordinator would be assigned to a specific project. This person would represent the interests of the SIS IEC unit to the selected producer. His presence during all filming would be required to ensure that the agreed-upon script is being followed and that production standards are being met. The production coordinator should bring to the project a complete understanding of the purpose of the film and make certain that the population message is stated correctly.

3. Writer

There is, no doubt, a pool of talented screenwriters in Egypt, but it would be wise for the unit to include a writer. The creation of films designed to produce behavioral change requires a refinement in writing skills, a sense of purpose, and knowledge of the subject. These qualities are rarely found in the commercial sector.

4. Distribution

As the library of titles grows, there will be a need to ensure the proper distribution of the finished products. The use of films increases when the products

are readily available through an efficient network. The distribution chief would have the responsibility for supplying copies of films to those organizations with a continuing need for a title. The films would become part of the organizations' permanent collections. The chief would also supervise a library where one-time users of films could go for a free loan of material which would support seminars, conferences, and classroom study. In addition, the distribution chief would coordinate with the television stations to make certain that the products of the film section are available to the media. The care and maintenance of films would also be the responsibility of this person. This task includes cleaning films and repairing damaged prints to extend the life of films in circulation.

Training Film Production Staff

Ideally, a training program for SIS IEC film personnel would provide simultaneously professional experience in film production and experience in population/family planning content. Failing this, the training should concentrate on the production of films for specific purposes rather than for entertainment.

Traditional academic courses in cinema are not advised. First, SIS candidates who have acquired experience in the field are likely to be well advanced in the technical aspects of production. Most universities are not equipped to teach advanced film production. Second, university programs include many aspects of the cinema that are not pertinent to the work of the SIS unit. Third, a lengthy academic program is costly and delays the participation of personnel in the active program of the unit.

There is no ongoing training program available that suits completely the unique needs of film production staff. It would be highly desirable for all persons associated with the unit to have film production experience which could be supplemented with a variety of short-term training opportunities directly related to the job within the unit.

Short-term training might be arranged with the following institutions:

1. The George Washington University/Airlie Center

GWU has had an active population film-production program for 10 years. It is not a traditional academic program in cinema. The Airlie Center has excellent

facilities and equipment, an experienced professional staff, and a population film library that contains more than 150 titles from all over the world. This is probably the one possible training opportunity that could be arranged which would incorporate professional film production with population/family planning content. A four- to six-week program designed around the needs of the participants would be useful to the executive producer, production coordinator, and writer.

2. International Advertising Agency

An internship in an international advertising agency would provide the executive producer and the production coordinator with insights into the administration of a film program. Most agencies subcontract production work but maintain strict control over the finished product. The SIS, too, would be expected to do this. Although the subjects differ, ad agency work is designed for a specific purpose, and it is addressed to a clearly defined audience.

3. Eastman Kodak

Kodak offers a variety of high-intensity workshops for both audiovisual (35mm slide shows) and motion picture production. Two five-day workshops may be taken separately or consecutively. The first session concentrates on planning and shooting (50 percent of the course is hands-on), including lighting, sound, etc. The second week of the course concentrates on editing and post-production activities. The courses are usually offered at the Eastman Kodak headquarters in Rochester, New York; however, in the past, Kodak has sponsored seminars outside the United States, and it might consider a special program in Egypt.

4. International Red Cross

The Red Cross has an ambitious film program which supports all aspects of Red Cross work. A short stint with an organization such as this would expose a trainee to many aspects of film production that would parallel the kind of program the SIS is undertaking.

Film Production Flow Chart

To produce films economically and effectively, one must recognize and respect the film-production process and each step carefully.

The initial phase is internal. It will begin and be carried forward within the SIS. It should be completed before any external agency is involved in the production. The various steps in the process are described below.

A. Phase I: Preparation

1. Identification of Objective

What is the film expected to accomplish? For example, how will it introduce a new procedure or change an existing attitude?

2. Script Outline

The script outline is a brief but comprehensive description of the film. Usually, it is written in lay terms so that it can be understood by non-technicians.

3. Script Review

Reasonable authorities and partners in the population and family planning program should review the script. Their suggestions for handling the subject, for locations for filming, and for appropriate participants in the project should be considered carefully, and accommodated if possible. Their support will be important when the film is ready for distribution. At this point, an attempt should be made by the scriptwriter or researcher (either a SIS staff member or a privately contracted person) to pretest the content of the proposed film among a limited number of members or among a select group in the ultimate target audience.

4. Shooting Script

The shooting script is a carefully constructed technical document from which a competent film producer should be able to make a desired film.

5. Technical Specifications

Technical specifications require a firm decision on the format of the film: color or black and white; 16mm or 35mm; use of professional performers and studio sets, or non-actors and real locations, or a combination of the two; live dialogue, recorded on location, or dubbed (post-recorded) dialogue, or voice-over (off-screen) narration; original music or stock music; animation, charts, or other required graphics.

On the basis of numbers 5 and 6, the SIS should be in a position to approach the film-production community and request bids. The bids should include a budget for the production and a personnel roster of the technicians whom the producer intends to use.

After these steps are completed, the program will enter the second phase.

B. Phase II: Selection of Production Unit

1. Personnel Roster

Producer

Director

Director of Photography

Cameraman

Sound Recordist

Editor

The director will probably be the most important person in the group. The SIS should be able to insist that the director be a person with appropriate knowledge of the subject of the script.

2. Budget

Raw Stock (proposed shooting ratio should be specified)

Equipment Rental (camera and sound)

Talent

Travel

Location Expenses

Processing of Original and Work Print

Transfer of Sound Tapes

Editing Equipment Rental

Narrator Fees

Music Fees

Studio Recording Time for Original Recording

Studio Recording Time for Mixing

Conforming Original to Work Print

Answer Print

Dupe Negative or Intermediate Materials

Release Prints

Responses to the request for bids will have to be examined cautiously and carefully. The low bidder will not necessarily be the successful bidder. It would be in SIS's interest to examine recent examples of the work of any producer who submits a promising bid. Nothing is as significant as the kind of work a producer has actually done, or

can prove he has done. Furthermore, if the producer has a reputation within the industry (not a difficult determination to make) for running out of money before a project is complete, the fact that he is the low bidder will not be significant.

At this point, the SIS should identify and assign one of its own staff members to be the production coordinator (in fact, a kind of super-producer) to guard SIS interest and to ensure that the script is actually shot during the production. When the bid is accepted and the project is assigned, the film will become the production coordinator's responsibility. It would be wise for this person to be on location throughout the filming, although circumstances may not always permit this.

C. Phase III: Production and Post-Production

1. Location Filming

Ordinarily, it is good professional practice to leave a producer alone during the course of the filming. A liaison man should, however, be at hand. Most producers are reluctant, with reason, to show dailies to a client outside the profession. Except under the most extraordinary circumstances, the producer's practice should be respected.

2. Editing

The SIS should see a rough cut, or a long cut, of the film before the narration is recorded. If a narration is used, it can be read as the film is screened. All necessary changes can be made at this time, and disputes, if any, can be resolved.

When the approved narration is recorded, the film can then be shown interlock--with all components visible and audible, including narration, dialogue, music and effects, and preferably with the titles already in the work print of the picture. This is the final opportunity to make changes. No producer should be asked to make changes (without additional compensation) after the film is approved in interlock.

3. Printing for Release

The SIS should then view the answer print, the final product. It is not unusual for contractual obligations to end with the approval of a corrected answer print, although it may be desirable for the SIS to authorize the producer to continue the process and to deliver the required number of release prints.

A Note of Caution: The more film work is put through a laboratory, the better the work is likely to be. Solutions will be changed more frequently, materials of short shelf-life will be used up in good order, quality control will be stabilized. The SIS might do well to place all pre-print materials (duplicating negative, CRI, or intermediate positive, and optical negative sound track) under its control and have all release-printing, regardless of origin, done in a single laboratory under its printing contract.

D. Phase IV: Distribution

The distribution of films is of enormous importance to the SIS program. A film that is inadequately used is the most expensive film of all. A small and highly professional distribution staff, working in concert with the national network of distributors, should be set in place early on.

Within this organizational unit should be a research team that can go out into the field to observe firsthand an exhibition of SIS-sponsored films. The researchers should listen to the audience's comments, elicit opinions, answer questions--in short, find out whether the film does what it set out to do.

It would be fatuous to believe that it is possible to determine immediately whether a film is effective. Sometimes a message is understood and accepted, but not acted on, for many months. One can, however, try to find out whether the message has been understood.

Usually, a good film can be distributed for about five years. If it was worth making, it is worth seeing again throughout its life.

IV. TRAINING SUPPORT: THE ROLE OF THE SIS IEC UNIT

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It is difficult to determine how many training programs are now under way in Egypt or planned for the near future. Even without a systematic review, it is apparent that many organizations are involved. Among them are:

--Ministry of Health (clinic refresher);

--Population Development Project (PDP) (field-workers);

--State Information Service (personnel in 42 centers and Cairo staff);

--Family of the Future (pharmacists);

--Egyptian Fertility Care Society (interns);

--Urban Health Project (urban health workers); and

--Pre-Service Training Program for Physicians.

Each of these programs varies greatly in the extent of training it offers. As the list illustrates, the trend is to extend training beyond the professional health community to a much wider audience. To implement the programs, materials that will support the varied projects must be developed.

Often, it is only as an afterthought that attention is given to training material, and training is left to the imagination of the trainers. Under such circumstances, it is difficult to standardize the training process. At the final point of contact with the target individual, each trainer brings to the encounter his own set of beliefs and background, as well as communicative techniques. Recognizing this, staff for many projects develop training materials and attempt to standardize the training process by using audiovisuals that will not be changed at any time in the training process.

It is reasonable to assume that many fine materials have been produced in Egypt that would be useful in many of the training programs planned for the country. It is also reasonable to assume that many training aids could be used in several of the programs.

IEC Training Task Force

The IEC unit of the SIS could provide a valuable service to the entire Egyptian program by coordinating the production of training materials within the country. On the assumption that many materials now exist (they may either be produced locally or imported from other countries), the IEC unit would research the field and publish a compendium of population/family planning audiovisual aids suitable for training programs. In a single convenient form, this compendium would include analyses of several broad areas of training and supply information on the content and availability of training programs and the target audience of trainees. A syllabus for various training courses, as well as suggestions for appropriate audiovisual materials to support each course, would be included in the document.

As a first step, the authors of the compendium might well begin with the current emphasis of the SIS project, a review of available contraceptive methods. Included in this would be a list of printed materials, film and slide shows, tapes, and other aids in each of the following categories: oral contraceptives, IUD, condom, diaphragm, spermicides, and sterilization. Other areas of concentration might include human reproduction, the demographic situation in Egypt and the world, and communication techniques.

Production of Training Materials

With a review of the available materials, the IEC unit will understand clearly what audiovisual materials are most needed to support training programs. With this assessment, the unit may undertake the production of appropriate materials and supply these materials to the training organizations.

The centralized production of materials has two advantages: the duplication of effort is avoided, and a higher quality product is produced at lower cost. As a service to the program, centralized production could have a tremendous impact on the quality of training programs in Egypt.

Staffing

The staffing requirements for the task force would be minimal. A competent research assistant should be able to complete a survey of existing materials within three months. The compendium would be available soon thereafter. While data for the compendium are being collected and analyzed, the unit would also be determining the needs of programs on which production plans are based.

Many of the audiovisual requirements could be produced by the current staff of the IEC unit. The entire project could be handled by a training coordinator.

APPENDICES

Appendix A

LIST OF CONTACTS

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Wajihuddin Ahmed, Project Adviser, International Islamic Center for Population Studies and Research, Al-Azhar University

Dr. Helmi Baramawi, Director of Health Planning, Ministry of Health, Government of Egypt (GOE)

Dr. Aziz El Bindary, President, Population and Family Planning Board, GOE

Mr. Abdulhamed Elrahem, Chief, Cinema Section, State Information Service, GOE

M. Ez-Din, Films Coordinator, Family Planning IEC Project, State Information Service, GOE

Ahmed Abdel Fattah, Director, Population Development Program, Population and Family Planning Board, GOE

Dr. Fawzy Gadalla, Professor of Public Health, Al-Azhar University

Dr. Saad Gadallah, Director, Social Research Center, American University of Cairo

H.E. Mohamed Shafee el Abd' Hamid, President, State Information Service, GOE

Dr. Fuad Hefnawi, Dean, Faculty of Medicine; Director, International Islamic Center for Population Studies and Research, Al-Azhar University

Robert Higgins, Consultant, Social Development Center, State Information Service, GOE

Mohamed Sharaf Horsy, Administrator, Family Planning IEC Project, State Information Service, GOE

Dr. Ibrahim Loutfi, Professor of Obstetrics and Gynecology, University of Alexandria

Effat Ramadan, Project Manager, Family of the Future

Thomas H. Reese III, Population Officer, USAID/Cairo

Ms. Samia Sadik, Radio Commentator*

A. Sherbini, Director, Family Planning IEC Project, State Information Service, GOE

Safwat Sherif, President, Radio and Television Company, GOE

Ms. Laura Slobey, Monitor, SDC/SIS Project, USAID/Cairo

Dr. Mamdouh Wahba, Medical Administrator, Egyptian Fertility Care Society

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* Specialist in population topics.

Appendix B

FOLLOW-UP SUBSEQUENT TO FIELD VISIT

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Subsequent to the field portion of this assignment, the consultant provided requested information directly to the SIS IEC unit, including:

--procurement information on reels and cans;

--35mm projection equipment available in the United States;

--training opportunities provided by Eastman Kodak;

--a budget estimate for Egyptian versions of United States-produced films;

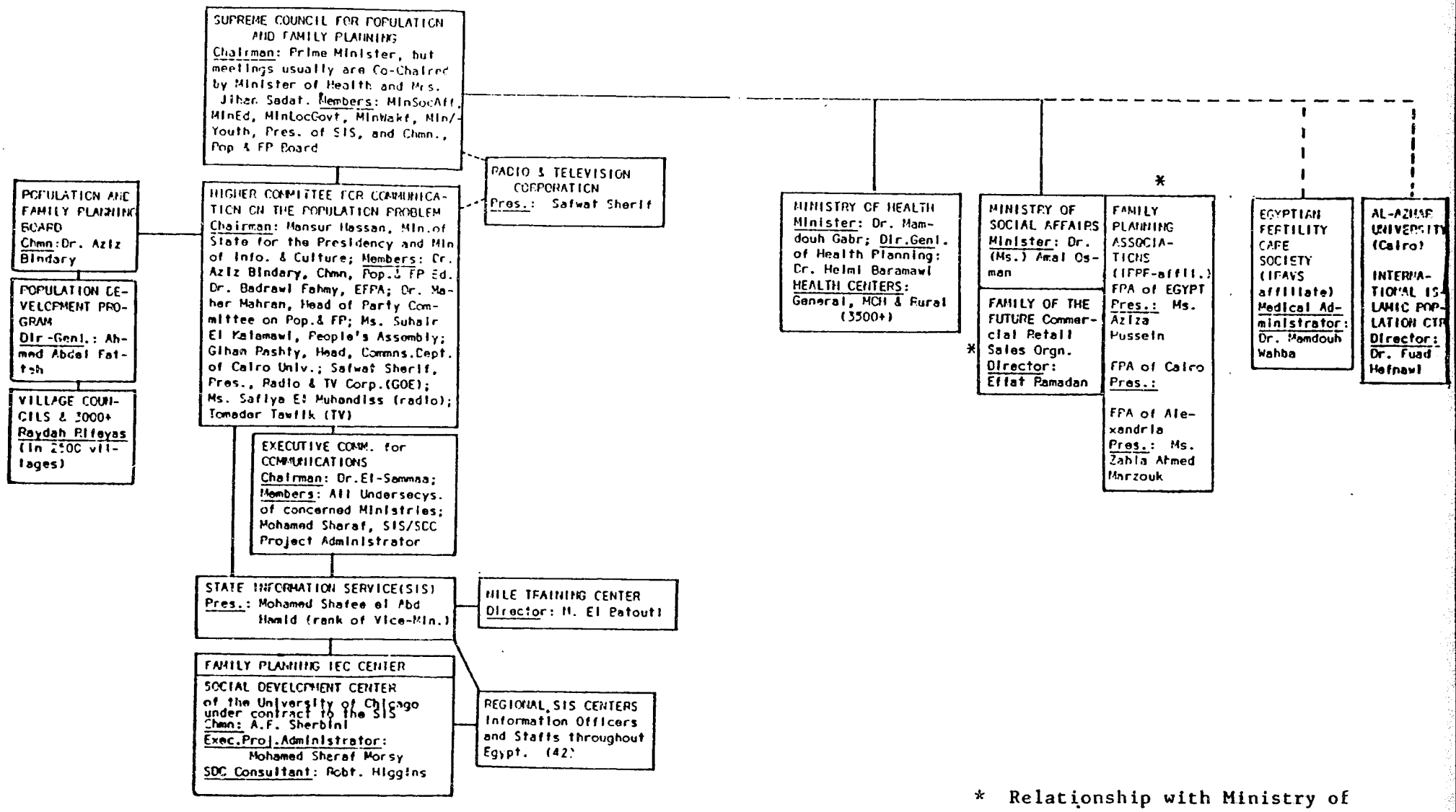
--a list of IPPF films;

--a variety of resources on population/family planning communication; and

--a price quotation for the George Washington University-produced slide shows requested by the SIS.

Appendix C

EGYPTIAN ORGANIZATIONS INTERESTED IN POPULATION IEC



* Relationship with Ministry of Social Affairs is one of registration rather than administration.