
**PLANNED PARENTHOOD ASSOCIATION
OF EDMONTON**

EDUCATION PROGRAM REVIEW

The Edmonton Social Planning Council

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1. INTRODUCTION

A. BACKGROUND TO THE REVIEW

The Planned Parenthood Association of Edmonton (P.P.A.E.) is a charitable, non-profit organization that provides information, education and assistance related to family planning and human sexuality. In addition to counselling, an important service offered by P.P.A.E. is its education program. The goal of the program is to promote greater understanding of issues relating to sexuality and family planning. In June 1988, the Edmonton Social Planning Council met with representatives from P.P.A.E. to discuss some of the issues and concerns of staff and board members about the education program. Based on these initial discussions, a proposal to review the program was developed and presented for the approval of P.P.A.E. With acceptance of the proposal and program evaluation funding provided by the United Way, the Council was contracted to undertake the review.

B. PURPOSE OF THE REVIEW

The education program has not been formally evaluated since it first began in 1973. An outside assessment is helpful in providing fresh perspectives and insights to a program. Aside from this, however, board and staff of P.P.A.E. have had a number of concerns regarding the program, including:

1. concern that the requests for educational presentations have not increased as rapidly as expected. This is particularly disturbing given the high rate of teenage pregnancies in Alberta. Possible reasons for this lack of growth have been identified by the advisory committee and are examined further in the review. Possible reasons included:
 - inadequate program publicity;
 - outdated or inappropriate program goals and objectives;
 - problems with program administration;

- the perceived image of P.P.A.E. by outside agencies due to the agency's pro-choice stand on abortion.
- 2. concern that certain groups such as immigrant women, natives, street kids and low income individuals are falling through the gaps and the perceived need to do more outreach work in these areas.
- 3. concern that there is not enough volunteer involvement and commitment to the education program.

The purpose of this review is to examine these concerns and provide information and suggestions to help modify and improve the program. We hope the results of this review will assist P.P.A.E. board and staff in future planning of the program.

C. METHODS USED TO CONDUCT THE REVIEW

1. Establishing the Advisory Committee

The first step in the review was to form an advisory committee. This was done to ensure the review addressed the specific concerns of P.P.A.E. regarding the program. The committee consisted of:

- a) Jamie McCamus, the Education Director of P.P.A.E.;
- b) Ruth Stevenson, the Assistant Education Director of P.P.A.E.;
- c) Dr. G. Predy, from the Edmonton Board of Health, one of the funders of the program;
- d) Kathy Johnston, a volunteer in the Education Program;
- e) Dan Rogers, a Board member who also serves on the Education Committee; and
- f) Elena Bell, from the Pastoral Institute, a user of P.P.A.E.'s education services.

Members of the evaluation team from the Edmonton Social Planning Council were ex-officio members of the committee. The committee

proved invaluable in providing direction to the study and in identifying issues as they arose.

The tasks undertaken by the committee included:

- a) to review and comment on the evaluation proposal;
- b) to develop and clarify the initial evaluation questions which served to guide the study;
- c) to identify potential sources of information;
- d) to discuss review results and assist in the formulation of recommendations.

2. Conducting a Literature Review

A literature review of relevant studies was done in order to gain an understanding of family planning education programs and issues elsewhere.

3. Reviewing P.P.A.E. Documents

P.P.A.E. documents about the program were reviewed in order to provide background information and insights on the issues to be addressed. These documents included brochures, annual reports, minutes of Board meetings, program funding proposals and a review of the volunteer program.

4. Interviewing Key Informants

Finally, key informants were interviewed to solicit perceptions of the mandate, focus and activities of the program from a variety of individuals and groups associated with it. This included P.P.A.E. staff and Board members, outside agencies who have made use of the program, agencies who have seldom or never used the program and other social service organizations with education programs. These interviews formed a major part of the evaluation and were invaluable in broadening the reviewer's understanding of the issues. The interview sample consisted of:

- a) two present and one past member of P.P.A.E.'s education committee of the Board;
 - b) six P.P.A.E. staff including the Co-Executive Directors of P.P.A.E., the past and present Education Directors, the Assistant Education Director and the Volunteer Co-ordinator;
 - c) five P.P.A.E. volunteers;
 - d) five user agencies which included the Lifeskills Training Center, a senior high school in Devon, the Pastoral Institute, St. Albert Parent's Place and the Native Women's Pre-Employment Program at Grant MacEwan Community College;
 - e) six infrequent or non-user agencies which included the YWCA, the Edmonton Public School Board, the Edmonton Board of Health, the Edmonton Division of the Faculty of Social Welfare at the University of Calgary, the Boyle McCauley Health Centre and the Boys and Girls Club of Edmonton;
 - f) three other agencies with education programs - A.A.D.A.C., the Aids Network and the Edmonton Birth Control Clinic;
 - g) officials from Alberta Education, the Health Services Sexuality Division of the Calgary Board of Health and the Calgary Birth Control Association.
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D. ORGANIZATION OF THE REPORT

This report consists of six sections. The first contains information on the background, purpose and methods used to conduct the review. Section two briefly describes the education program and its relationship to P.P.A.E.'s other activities. Section three highlights the results of the literature review. Section four answers the review questions and includes a short discussion of the issues that were identified. Section five summarizes major findings of the study while section six outlines the issues and offers recommendations to help resolve them.

SECTION TWO

HISTORY OF THE PROGRAM

2. THE EDUCATION PROGRAM

A. A BRIEF OVERVIEW

The education program of Planned Parenthood has been in existence since 1973, when the agency was initially formed. The program provides information to the community on family planning, sexuality and sexual decision-making. Specific services offered by the program include:

- a) educational presentations to a wide variety of groups including parents, youth groups and professional associations. In 1988, information about family planning, contraception and sexuality was presented to 3,693 people through 156 activities. Twenty of these presentations were inservices to professionals, 45 were classroom presentations, 88 were presentations to community groups and 3 were to special needs groups.
- b) individual resource consultations to P.P.A.E. staff and volunteers, community professionals, students or others in the public who would like information related to program planning and resource or curriculum development. In 1988, 211 information requests were met. There was a total of 192 recipients. Of these, 6 consultations were to P.P.A.E. staff, 90 to other professionals, 60 to education professionals, 27 to the community and 9 were to students.
- c) a library of books, papers, media clippings and pamphlets which are available to the public during office hours. In addition, presentation aids such as teaching charts, demonstration kits, films and videos are available for loan and pamphlets can be bought for a nominal fee.
- d) training of volunteers and practicum students with training sessions generally held twice a year and consisting of approximately 50 hours of instruction per session.

The education program is staffed by one full-time Education Director and one half-time Assistant Education Director who is on a ten month contract. There is also a half-time education clerical assistant. A small number of volunteers assist with the presentations. In 1988, the education program was allocated \$98,418.00.

Despite the range of services provided by the education program, most people associate Planned Parenthood with its counselling program. This program provides information, emotional support, counselling and referral assistance on an individual basis for clients. It is delivered by volunteers along with two paid staff positions: one full time Counselling Director and a half time Assistant Counselling Director. The counselling program appears to be the primary focus of P.P.A.E. as evidenced by the overall expenditures of the agency. The budget allocation for the consulting program was \$132,072.00 in 1988.

SECTION THREE
LITERATURE REVIEW

3. LITERATURE REVIEW

A literature survey was conducted as part of the review in order to provide a better understanding of family life education issues. A bibliography of the literature reviewed is included in Appendix A.

Much of the available literature is related to family planning issues in developing countries. Of the studies pertaining to North America, there are some common themes that have practical applications to education programs here, including:

- a) the need to educate parents and professionals - particularly teachers, nurses, and social workers;
- b) the need to co-ordinate services and to make use of already existing community programs;
- c) the need to look at sex education from a wholistic perspective throughout a person's life cycle and to integrate it into a comprehensive health program;
- d) the need to teach not only technical knowledge on contraceptives but to also discuss attitudes and values related to sexuality.

According to Murray and Mess (1986), among others, professionals such as teachers, nurses and social workers should be educated in family life issues. They are in daily contact with client groups who are most in need of this information. Schools are viewed as a logical site for preventive services, therefore, teacher training is seen as necessary so that there is a common knowledge base and shared teaching approaches. Consequently, it was recommended Family Life Education Certification be instituted for all teachers involved in the health curriculum. Nurses were also seen to be in need of sex education/family life training because of their contact with pre-natal, obstetrical and post-natal patients. Social workers were another group of professionals targeted for training. Traditionally, they have taken a very passive role although their caseload frequently deals with problems associated with unwanted children, parent-child relationships and poverty and family size. Because social workers often do not ask the necessary questions during the initial intake process, it was felt they lose valuable opportunities to refer clients to family planning agencies.

The literature states there is a need for a coordinated approach to family planning services. Schlesinger (1974) believes the poor frequently fall through the gaps as they do not have the same access to family planning services that are available to others in the community. He feels there is a need to strengthen referral processes to family planning clinics. As well, specialized education programs are needed to reach poor clients.

According to Murray and Mess (1986), a government department needs to be designated and funded to address teen pregnancy and parenting issues. This is because a societal commitment toward the prevention of unintended pregnancies among teenagers is crucial. This sentiment was underscored when U.S. and European statistics were compared. The U.S. rate of pregnancies, abortions and births to women under 20 was two to five times higher than in Europe. It was felt the differences were due to national policies in Europe that included an emphasis on comprehensive sex education and easy access to contraceptives.

Schools and existing community groups were also urged to work together. An example suggested was to locate health clinics in high risk schools. These clinics would provide comprehensive health services, which would include referrals to local family planning agencies.

In terms of the program itself, the literature clearly shows that knowledge alone has no effect on the chances of experiencing an unwanted pregnancy as a teenager. It is only when adolescents and their parents hold values that stress responsibility that teenage pregnancies are significantly reduced (Hanson, 1987). Thus, females who believe that they have control over their circumstances, who hold high educational expectations for themselves and have parents that do so, are less likely to experience an unintended childbirth. Both knowledge and attitude appear to be important factors for both males and females. Consequently, a wholistic approach to sex education seems to be the most effective. Any sex education program, therefore, should include information on:

- contraceptives;
- responsible decision-making;
- the right to say "no";
- the norms of acceptable societal behavior;

- future life roles; and the
 - effects of single parenthood.
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SECTION FOUR

INTERVIEW FINDINGS AND DISCUSSION

4. INTERVIEW FINDINGS AND DISCUSSION

When the review of the education program was initially proposed in the spring of 1988, three issues were identified for further study. With the help of the advisory committee, review questions were developed to address each of these issues. The issues and corresponding review questions that subsequently served to guide the study are outlined below.

A. ISSUES AND REVIEW QUESTIONS

Issue #1

The requests for education program services are not increasing as rapidly as expected.

Because the issue was seen to be related to one or more of the following factors: program administration, program focus, client satisfaction, publicity and agency image, review questions for each factor were developed.

Review Questions

a) Program Administration

1. Are the expectations of growth realistic?
2. How is the education program delivered?

b) Program Focus

3. What is the purpose/mission of the education program?
4. What are the goals and objectives of the program?
5. Is the education program meeting the stated objectives of the program?
6. What planning process is in place to review objectives?

c) Client Satisfaction

7. How satisfied are clients with the services/information they receive?
8. How is client satisfaction with the program assessed?

d) Publicity

9. How is the program publicized?
10. Which agencies make use of P.P.A.E.'s education services? Which do not?

e) Image

11. What image does P.P.A.E. have with non-user groups that could potentially use their services?
12. Does P.P.A.E.'s image affect the use of education program services?

Issue #2

The program tends to ignore groups such as immigrant women, street kids and lower income individuals.

Review Questions

- 13 Who is the program currently serving?
14. Who should the program serve?
15. What efforts could be made to expand use of the program to other groups?

Issue #3

There is not enough volunteer involvement and commitment to the education program.

Review Questions

16. What are the present barriers to volunteer involvement?
17. Should the education program make greater use of volunteers? If so, how could this be done?

The following section summarizes the interview findings and reviewer's own observations concerning each of the questions outlined above.

B. INTERVIEW RESULTS

1. ARE THE EXPECTATIONS OF GROWTH REALISTIC?

At the outset of the study there was some concern by the advisory committee that the demand for education services was not increasing as rapidly as expected. As Table 1 shows, the number of participants served by the program over the previous four years has remained relatively constant, except for a drop in 1987. This can be partly attributed to the fact there was staff turnover in the Education Director position. This position was vacant for a month and it also took time for the new Director to become familiar with the position. As well, it appears that record-keeping has not been done as accurately as it could have been. Clerical errors in adding and recording data were discovered and corrected for 1988. The figures for other years were not re-checked due to a lack of time and staff available to do so. Because similar errors were most likely made in previous years, this should be born in mind when comparing data.

Table 1				
Total Number of Participants				
Education Program Services				
1985-88				
	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
Education Services	3838	3449	2844	3693
Consultation Services	<u>170</u>	<u>283</u>	<u>398</u>	<u>192</u>
TOTAL	4008	3732	3242	3885

It should be noted that P.P.A.E. divides its education program services into two categories:

- a) group education services which include inservices to professionals, direct classroom presentations, presentations to community groups and presentations to special needs groups.
- b) individual consultation services which include program planning and resource, curriculum or program consultations available to P.P.A.E. staff, community professionals, students and members of the public.

Table 2 compares the total number of hours spent providing all education services (group presentations as well as individual consultations) since 1985. These figures include travel, preparation and presentation time. Of interest to note from the table is the fact there has been a 47% decrease since 1985 in the total number of hours of service provided.

Table 2				
Total Number of Hours Spent on Education Program Services				
1985-88				
	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
Education Services	1045	932	596	503
Consultation Services	<u>79</u>	<u>175</u>	<u>172</u>	<u>93</u>
TOTAL	1124	1107	768	596

Table 3 compares the total number of activities for education and consultation program services. The number of education activities has significantly increased from 317 activities in 1985 to 408 in 1988. The table also illustrates an interesting trend in the program. There has been a rapid growth in requests for individual consultation services since 1985. Then, 7% of the total number of hours and 36% of the total activities were spent on consultation services. This compares to 13% of the total hours and 62% of the total activities in 1988.

Table 3				
Total Number of Activities for				
Education and Consultation Services				
1985-1988				
	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
Education Services	206	182	151	156
Consultation Services	<u>111</u>	<u>259</u>	<u>292</u>	<u>252</u>
	317	441	443	408

Discussion

The total number of requests for service has increased since 1985, although there has been a shift in the nature of requests. There are less requests for group education services and more for individual consultations. The number of participants served has remained fairly stable even though the number of hours spent on education program services has significantly decreased since 1985. One reason for this is that several presentations have been made to relatively large groups in 1988. In light of these trends, P.P.A.E. should consider the following questions.

1. Is it the best use of education staff's time to spend an increasing proportion of their time on individual consultations? Other people, such as volunteers, could possibly be used to handle many of these requests.
2. What is the optimal size of group that presentations should be made to? Do large groups lend themselves to discussion of issues on human sexuality? What seems to be needed are more staff so that presentations can be made to smaller groups rather than trying to reach large numbers with very limited staff.

Another concern that emerged is the lack of consistency in how program statistics have been recorded. The education program has a half time clerical position whose responsibility it is to record program statistics. There has been a high turnover in this position making it very difficult to maintain consistency in record-keeping. This position should be a full-time one. This is justified by the amount of administrative work that needs to be done. As well, the job responsibilities for the position could be increased, making the job more interesting and rewarding. This could go a long way in reducing staff turnover. The duties could include providing information to the public on curriculum, kits and A.V. materials available, upkeeping educational stock and inventory, maintaining A.V. machinery and keeping the library up to date. This would relieve education staff of many administrative duties as well as free them from many of the individual requests for information they receive.

Given the small staff size, education staff handle a large volume of requests each year. It is unlikely that the program can expand without more staff.

2. HOW IS THE EDUCATION PROGRAM DELIVERED?

The education program is staffed by one full-time Education Director and one half time Assistant Education Director on a ten month contract. The program also makes use of volunteers. At present two are fully trained and are available to help out with presentations. The large majority are done by staff, however.

Presentation requests are met on a "first come, first served" basis. The topic and format of the presentation varies depending on the needs and interests of the requesting group. Presentations vary in length from one hour presentations to sessions spanning several weeks, however the majority are in the former category. There is a \$20 fee per presenting hour, which is waived completely or reduced if the requesting organization cannot afford it. Fees for service make up an insignificant part of P.P.A.E.'s total revenue. In 1987, they accounted for about 4%.

The education program is funded through several sources, the most significant being from the Edmonton Board of Health (67%) and the United Way (22%). The remaining 11% comes from fundraising, fees for service and EACER. In 1987, program funding from the Board of Health was cut back by 3%. This has had serious repercussions on the program. Even without this 3% decrease, the deficit for the agency in 1988 was \$5,812.00.

Discussion

The most serious problem facing the delivery of the education program is lack of funding. There is not enough staff to deliver the program. The resources of existing staff are severely taxed as they must juggle the demands of administrative duties, volunteer training and supervision, phone requests and delivery of the program itself. This review recommends that more time be spent on program planning and publicity aimed at specific target groups. In order to realistically accomplish these tasks, at the very minimum, two full-time staff positions would be needed in addition to a full-time clerical position.

P.P.A.E. is the only agency in the City whose sole mandate is to increase understanding of human sexuality issues. Calgary, by contrast, has far more resources allocated to this area. The Calgary Board of Health has a Health Services Sexuality Division with twelve paid staff, seven of whom are sexuality educators and five who are administrative and support staff. There is also the Calgary Birth Control Association with two full-time education staff positions. By contrast, in Edmonton, 1.5 P.P.A.E. staff members and public health nurses, in addition to their many other duties, are expected to deliver a comparable level of service. Public health nurses have limited time to spend on sex education as they are responsible for providing the whole spectrum of health services within their assigned districts. This includes activities such as well-baby visiting, infant and preschool clinics, immunizations, school health services, prenatal clinics, geriatric health assessment and so on. The need for sex education is no less in Edmonton than in Calgary. Clearly, more resources are needed in Edmonton in order to more effectively provide this service.

3. WHAT IS THE PURPOSE/MISSION OF THE EDUCATION PROGRAM?

As outlined in P.P.A.E.'s literature, the education program is "dedicated to promoting a greater understanding of issues around sexuality and the adoption of birth planning. Our aim is the prevention of unplanned pregnancies and the promotion of healthy, responsible sexuality." In addition to their regular program services, staff have taken on several new projects recently. These include a series of health tapes for the health line, a video on contraception for the use of education students at the University of Alberta, the distribution of flyers about P.P.A.E.'s services to health teachers and parent/school organizations, and a reproduction and health needs assessment for immigrant women, to name a few. Not all the projects initiated, however, have been completed.

Discussion

The number of new initiatives that have been taken on recently are commendable. However, it is clear that there are not enough staff available to handle the workload. More planning needs to be done to better focus staff efforts.

Regular planning sessions should be held to set both immediate and longer term priorities for the program. These priorities would, in turn, provide a view of how P.P.A.E. intends to spend its time, money and other resources in the immediate future. These priorities and goals could first be drafted by education staff in consultation with the Executive Directors, with review, comment and final approval by the Education Committee of the Board. Focusing the energies of staff in a few manageable directions is essential, particularly in light of the limited program resources.

4. WHAT ARE THE GOALS AND OBJECTIVES OF THE PROGRAM?

The education program has four goals with corresponding objectives for each goal. These are included in Appendix B.

Discussion

It is important that the goals and objectives of the program be reviewed annually. Currently, this doesn't appear to be happening. In the short term, this would include answering questions such as:

-
- a) What target groups should the program serve next year?
 - b) How can we reach these groups to let them know about our services?
 - c) What type and how many activities do we need to schedule in order to reach our goals?

Ideally, the objectives should be specific enough so that the progress of the program can be measured at the end of the year. A year-end evaluation is useful for a number of reasons:

- it improves program accountability;
- it makes for better resource management;

- there is decreased burn-out as there is a clearer set of expectations for administrators and board members;
- it provides a stronger defence against attacks as well as greater incentives for fundraising as the program successes can be clearly shown;
- the program is better planned.

5. IS THE EDUCATION PROGRAM MEETING ITS OBJECTIVES?

This is a difficult question to answer given that P.P.A.E. does not have a specific action plan for each year. In terms of their overall mandate and program goals, P.P.A.E. staff have completed an impressive number of activities. They have made presentations to a wide variety of groups, shared information and resources with an increasing number of individuals in the community and initiated a number of new projects over the past few years.

Discussion

P.P.A.E.'s education program could use a clearer focus. Staff need to define specific target groups, prioritize activities and set measurable objectives to be achieved on an annual basis. In light of the program's funding crisis, good program planning is essential to make the most effective use of limited resources and to pinpoint critical areas that require additional funding.

6. WHAT PLANNING PROCESS IS IN PLACE TO REVIEW OBJECTIVES?

All education presentations are evaluated on a standard feedback form by both the group participants and the contact person. As well, a presentations record is kept for each presentation. The education committee of the board has also done some work defining target groups and improving publicity for the program. In addition, a planning workshop attended by board and staff was held in 1985.

Discussion

Although many good initiatives have been made in this area, a more formalized and regular planning and review process needs to be developed. Although this may seem an onerous and time-consuming task, ultimately the reward will be a better planned program. This is because staff will have addressed questions such as:

- a) Did the program meet the needs of the participants?
- b) Did the program do what it was supposed to?
- c) If we do it again, how can we improve it?
- d) Should we try a new approach?

7. HOW SATISFIED ARE CLIENTS WITH THE SERVICES/INFORMATION THEY RECEIVE?

The reviewers spoke with several agencies who have used P.P.A.E.'s education services and they examined evaluation questionnaires from past presentations. The response to the services provided has been overwhelmingly enthusiastic and supportive. The comments below illustrate typical responses:

"Presented in a very lively manner."

"Got kids to relax. Present in a non-threatening manner."

"In terms of consistency, P.P.A.E. is our choice. Have used them for 13 years and are very satisfied."

"Part of our program is mandatory that instructors have someone from P.P.A.E. come in. Really impressed with P.P.A.E. They are informative and unbiased. We are teaching our students to make choices so when P.P.A.E. comes in and says they can make choices, it reinforces our focus."

"Excellent facilitators. Have handled awkward and explosive situations with finesse. Never worry about P.P.A.E. coming in - worry with a lot of our other facilitators."

"Definitely would use P.P.A.E. again. They provide information on a topic (sexuality) not covered by others."

The consensus from user groups seems to be that the education program is an excellent and valuable service provided by capable presenters. People appreciate their warm and lively manner, their informative and unbiased approach and their willingness to adapt their presentation material and format to the needs of individual agencies.

8. HOW IS CLIENT SATISFACTION WITH THE PROGRAM ASSESSED?

An evaluation form is filled out by both the group presented to and the contact person after each presentation.

Discussion

Most clients and contact people were extremely pleased with the quality of the facilitators and materials used. A few minor suggestions for improvements were given, which are outlined below:

"need to tell us about the range of services they provide"

"three hour presentations are too long"

"presentations could be adapted to take cultural differences into account more"

"need more time to fill out the evaluation form"

It would be useful to compile the results of the questionnaires along with the presenter's own observations on how the presentation went, what worked and what didn't and any other comments that could be helpful.

This does not appear to be done at present. These comments could be recorded on the "Education Outreach Presentations Record" currently used for each presentation.

Appendix C includes examples of three different sample forms: a high school presentation evaluation form, a needs assessment questionnaire for a nurses' workshop, and an evaluation form for a nurses' workshop. These have been taken from a 1981 book by the Planned Parenthood Federation of America called The Magic of Structure by J. Stephen Kirkpatrick. These samples are intended as examples and, according to the author, can be copied and used if found to be helpful. Separate forms for different types of presentations is something P.P.A.E. may wish to consider. It allows questions to be more specifically tailored to each type of presentation and may provide more useful feedback.

9. HOW IS THE PROGRAM PUBLICIZED?

Most contact people were aware of the education program through word of mouth. Others initially became familiar with the program through their work, that is, the agency they worked for, regularly used P.P.A.E.'s services. A few knew what service they required and then searched for the agency -- P.P.A.E. -- that could provide it. Very few people were aware of the range of services offered by P.P.A.E. or about other presentation topics that were available even though in some cases, some agencies had regularly used P.P.A.E.'s services for years.

Discussion

More publicity of the program is obviously needed as the lack of user agency knowledge about P.P.A.E.'s education services showed. As well, there has been a decline in education program use. Publicity by word of mouth has served the program adequately in the past as all requests have been met on a "first come, first served" basis. However, if the program is to expand and/or be targeted to specific groups, more effort needs to be expended on advertising and publicity. Publicity of the program should largely be the responsibility of the education committee of the Board. In

the future, this would mean recruiting board members with public relations experience. As well, more effort needs to be made publicizing P.P.A.E.'s other education services to regular clients. For example, a brochure outlining other services could be left with the contact person at the end of each presentation.

10. WHICH AGENCIES MAKE USE OF P.P.A.E.'S EDUCATION SERVICES?

As Table 4 shows, a significant portion of P.P.A.E.'s time (about 50%) is spent in community education. This includes presentations to groups such as the Lifeskills Training Centre, the Native Women's Pre-Employment Program at Grant MacEwan Community College, the pre-marriage course at the Pastoral Institute, the Terra Institute, McMan Youth Services and St. Albert Parent's Place, to name a few. An area that has remained fairly constant is the time spent in direct classroom education, 21% of the total program time in 1988. However, most of these presentations seem to be made in schools in communities surrounding the city. There are also few inservices to professionals. Of the 20 inservices in 1988, 11 were to P.P.A.E. staff, 5 were to education professionals (all at teachers' conventions) 3 were to other professionals and 1 was to a University of Alberta class. Few presentations are also made to special needs groups.

	1985	1986	1987	1988
Inservices to professionals	34	16	15	20
Direct classroom presentations	57	49	60	45
Community Education	109	113	71	88
Special Needs Education	6	4	5	3
TOTAL	206	182	151	156

Discussion

A number of client groups are striking by their absence, the most notable being teenagers in the Edmonton public school system. This group should be a major target group for any sex education program in the city. There also seem to be relatively few presentations to key professionals such as teachers, nurses and social workers.

11. WHAT IMAGE DOES P.P.A.E. HAVE WITH NON-USER AGENCIES THAT COULD POTENTIALLY USE THEIR SERVICES?

Image did not seem to be a problem with most non-user agencies we spoke to. A greater stumbling block seems to be a lack of awareness of the services offered by P.P.A.E.. Many people associate the agency with counselling. According to one source,

"I had not thought of using their services but would be interested in the future. P.P.A.E. is sane, reasonable and socially acceptable. They have a wholistic approach."

Image, however, does appear to be a major problem with some important organizations, most notably the Edmonton Public School Board. Although P.P.A.E. is acknowledged in private to be an excellent educational resource, they are not publicly sanctioned. This means they cannot be used to provide inservices to teachers nor can teachers use them as resources in the classroom without the approval of their principal. Most principals are not willing to give this approval as they know they are on their own if a parent complains.

Discussion

Clearly more publicity is needed to better promote P.P.A.E.'s education program to non-user agencies. Image is a more difficult problem and is discussed in Question 12 below.

12. DOES P.P.A.E.'S IMAGE AFFECT THE USE OF EDUCATION PROGRAM SERVICES?

Yes, some organizations definitely view P.P.A.E.'s image as being too controversial. According to one respondent,

"We only have heard about them in the newspaper. We would have to look at it very carefully and have parents involved before we used them."

Such groups are therefore reluctant to use P.P.A.E.'s services because they fear the reaction of parents.

Discussion

Over the long term, P.P.A.E. should consider shifting the focus of the agency to a more preventive role. This would mean allocating more resources to the education program. As well, education services should be stressed in any future promotional materials. While this may not alleviate the problem for those adamantly opposed to any pro-choice agency, it could go a long way in reassuring the general public that the primary focus of P.P.A.E. is prevention rather than abortion counselling. Education services have the potential of providing P.P.A.E. with a higher, more positive public profile and a more viable reason for securing funding.

In addition, more time needs to be devoted to lobbying local school officials, principals and teachers as their reluctance to use the program presents a major roadblock. Teenagers are an obvious target group for any sex education initiatives. The Edmonton Public School Board's refusal to endorse P.P.A.E. means P.P.A.E. staff cannot participate in teacher inservices and access to public school classrooms is severely restricted. This is reflected by current program statistics. In 1988, no inservices were made to teachers, although P.P.A.E. did speak at several teacher's conventions. As well, only 29% of all educational presentations were to students, most of these in schools outside the city. By contrast, 71% of the educational presentations made by the Calgary Birth Control Association in 1988 were to students. They have also conducted a number of workshops for trustees, teachers and principals. The difference seems to be a

greater acceptance at the local level in Calgary of the philosophy and mandate of the Calgary Birth Control Association as evidenced by the fact they are an approved resource. As with their counterpart in Edmonton, they are a pro-choice agency.

The following are some suggestions for increasing the profile of the education program, including:

- a) forming a high profile advisory group to help lobby on behalf of the agency. This could include a representative from the Board of Health, a well-known school administrator sympathetic to the program and other prominent members of the community who would be willing to speak to school officials and others in support of the program;
- b) changing the name of the program to make it more current, distinctive and marketable;
- c) inviting other professionals, such as teachers, to attend training sessions and inservices normally held just for P.P.A.E. staff and volunteers;
- d) forming a local network of health educators to share information and resources;
- e) including testimonials from schools in the city who have used P.P.A.E. education services in promotional materials sent to principals and teachers;
- f) working with the provincial government to prepare resource materials for use in the schools. Although Alberta Education will not endorse "interest" groups, they will approve print and video resources as long as the material falls within their guidelines. The need for resource materials is even greater now with the recent move by most school boards in the province to include family life education as part of the health curriculum.

Responsibility for developing a lobbying and promotional strategy should be jointly done by P.P.A.E. staff and board members who are on the education committee. To start the process, the board may wish to consider hiring a public relations expert to map out a PR strategy. Volunteer board members and staff may not have the time or expertise to do so.

13. WHO IS THE PROGRAM CURRENTLY SERVING?

Tables 5 and 6 provide a break-down of the demand for various types of education services, expressed as a percentage of total time or total number of activities.

Table 5 % of Total Hours Spent on All Education Services 1985-88				
<u>Education Services</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
Inservices to Professionals	20%	17%	16%	16%
Direct Classroom Education	19%	16%	22%	21%
Community Education	49%	48%	34%	48%
Special Needs Education	<u>5%</u>	<u>3%</u>	<u>5%</u>	<u>2%</u>
<i>SUBTOTAL</i>	<i>93%</i>	<i>84%</i>	<i>77%</i>	<i>87%</i>
<u>Consultation Services</u>	<u>7%</u>	<u>16%</u>	<u>23%</u>	<u>13%</u>
TOTAL	100%	100%	100%	100%

<u>Education Services</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
Services to Professionals	9%	3%	3%	5%
Direct Classroom Education	15%	11%	11%	11%
Community Education	29%	24%	13%	21%
Special Needs Education	<u>2%</u>	<u>1%</u>	<u>1%</u>	<u>1%</u>
<i>SUB-TOTAL</i>	55%	39%	28%	38%
<u>Consultation Services</u>	<u>45%</u>	<u>61%</u>	<u>72%</u>	<u>62%</u>
TOTAL	100%	100%	100%	100%

Discussion

The tables above reveal a few trends. First, in terms of total hours and especially number of activities, a significant and growing amount of staff time is being spent on individual resource consultation. The largest group requesting consultation services in 1988 was from other professionals (46%), followed by teachers (32%) and the community (14%). In terms of education outreach, most presentations are made to community groups, followed by classroom presentations and then inservices to professionals.

Junior and senior high school students, especially in Edmonton, are by and large being missed. This is largely because of the lack of access to the school system, which also accounts for the lack of inservices to teachers. There are also relatively few inservices to other professional groups such as social workers, doctors and nurses. Special needs groups are also being missed. In 1988, there were only three presentations and a total of 25 participants for this category.

14. WHO SHOULD THE PROGRAM SERVE?

A variety of responses by staff and board members and others interviewed were received to this question. The following highlights the target groups that were mentioned:

- adults (20-64);
- caregivers such as parents, group home workers, and child care workers;
- youth groups from kindergarten to grade 12;
- native and immigrant women;
- the disabled;
- street level kids.

Discussion

There are a large and diverse range of groups that need family life education. However, not all of these can be realistically served as P.P.A.E. has limited resources. An important first step for P.P.A.E. is to assess the needs of the community. Which groups are falling through the gaps in terms of access to sex education? The next step is to formulate goals, priorities and specific objectives for how the needs of these groups can be met. These priorities are essential as they will determine how P.P.A.E. will direct its energies in the future. Together these priorities make an important statement about P.P.A.E.'s mission to the public.

15. WHAT EFFORTS COULD BE MADE TO EXPAND USE OF THE PROGRAM TO OTHER GROUPS?

Most agencies know that P.P.A.E. provides individual counselling. Many, however, are not aware of the education program services available, even those who have been using P.P.A.E. speakers for years. This indicates a need to publicize the education program and the range of services it provides more vigorously than has been done in the past.

Together the education committee and staff should target the groups they would like to serve and then publicize their activities among these groups. This could include:

- a) writing articles for agency newsletters or professional journals;
- b) making presentations at agency or community meetings to publicize P.P.A.E. services;
- c) setting up booths and displays at conventions;
- d) inviting community professionals to attend volunteer training sessions and inservices;
- e) establishing a local network of sexuality education professionals (eg. health teachers, public health nurses, social workers) to share ideas and resources;
- f) producing pamphlets on P.P.A.E. services to distribute to target agencies;
- g) recruiting board members with public relations experience to publicize the program;
- h) sponsoring radio open line talk shows;
- i) writing an information/advice column in community newspapers on sexuality issues.

These are just a few examples. Strategies to publicize the program will be largely determined by the target groups the program would like to reach.

An underlying requirement of any awareness strategy is the need to network with other community groups having the same target groups. By working together, duplications in service are avoided, resources can be shared and opportunities for reaching new clients can be expanded.

An obvious ally for P.P.A.E. should be the Edmonton Board of Health. They are one of the funders of P.P.A.E.'s education program. Surprisingly, there doesn't appear to be much mutual cooperation between the two agencies. There seems to be some reluctance by the Edmonton Birth Control Clinic, in particular, to work more closely together. Currently, the primary mandate of the clinic is birth control counselling, although they also conduct inservices for professionals. Presentation requests not handled by clinic staff appear to be primarily referred

to public health nurses rather than to P.P.A.E.. More work needs to be done to coordinate the services provided by the two agencies. They should consider co-facilitating sessions as well as defining criteria for making referrals. In addition, the Board of Health should take a more active role and better advertise the education services offered by P.P.A.E..

16. SHOULD THE PROGRAM MAKE GREATER USE OF VOLUNTEERS?

The education program has had problems attracting and maintaining volunteers. Of the approximately 45 volunteers who go through the various P.P.A.E. training sessions each year, about 25% express an interest in the education program. However, very few of the education program volunteers actually carry through with their stated intentions. Presently there are only two fully trained volunteers who can be relied upon to do presentations on their own. There are a number of possible reasons why the education program is experiencing problems recruiting and keeping volunteers:

- a) education volunteers require a high commitment and skill level as they are called upon to prepare for and speak to a wide variety of groups on sex and related issues. This is something most people don't feel comfortable discussing, let alone to a group of strangers;
- b) most people seem to prefer to volunteer for activities that allow communication with clients one-on-one as it provides more immediate rewards. Counselling seems to be a better outlet for this;
- c) counselling also provides more built-in support to volunteers as they have regular contact with other volunteers. Volunteers in the education program tend to work on their own and often do not know who the other volunteers are;
- d) education volunteers go through a more extensive training program, requiring a greater commitment on their part;

- e) volunteering in the education program is less structured and often more inconvenient. There are no set times to go in, volunteers are expected to travel, and they are expected to phone in and sign up for presentations.

Discussion

In all likelihood, there will always be difficulties in administering the volunteer program due to the unpaid nature of volunteering itself. The Board must weigh the advantages of using volunteers against the cost effectiveness of doing so. Certainly one advantage is that well-trained and motivated volunteers can help in the delivery of the program. Equally as important, P.P.A.E. is seen as providing an important community service. Volunteers undergo an extensive training program and have opportunities to learn new skills and expertise through their volunteer activity. However, a well-run volunteer program takes up considerable staff time in terms of training, supervision and administration. As an example, the Calgary Birth Control Association estimated that in 1988, 620 staff hours were spent training volunteers. Staff time would be even higher if supervision were included. In return, volunteers put in 1300 hours of counselling. If one more full-time counsellor were hired, this person could put in 1600 hours of work.

In light of P.P.A.E.'s past commitment to volunteers and the excellent training program they have in place, it is unlikely the program will or should be dropped. The following are some suggestions to better administer the program:

- a) Expand the role of volunteers. They can be used to supplement the program by:
- handling telephone requests for information;
 - handling presentations not done by staff;
 - manning booths at conventions, agency fairs, etc.;
 - researching and writing educational materials; and

- helping to publicize the education program through articles as well as community and media presentations.

By expanding the range of activities that volunteers could undertake, the skills and expertise of a wider group of people can be used. People having communication, research and public relations skills can be recruited and put to productive use. Because of the problems P.P.A.E. is experiencing with its image, staff, rather than volunteers, should make presentations in the school system. This should be done over the short-term at least until the program is well established in the school system.

- b) Volunteers could try working in pairs for presentations. This may help make the volunteer experience less isolating and threatening and provide an opportunity to develop a sense of camaraderie with other volunteers.
- c) Staff meetings for education volunteers should be held on a regular basis for support and information sharing.
- d) ~~An annual inservice on communication skills could be held for education volunteers.~~
- e) A social event, such as a dinner or lunch, should be held regularly for education volunteers to acknowledge their contribution to P.P.A.E.
- f) Rather than waiting for volunteers to phone in, other approaches could be tried such as:
 - mailing out the list of available speaking engagements for the month and having volunteers sign up. Volunteer(s) or staff members could follow up with a phone call to finalize arrangements.

- maintaining a roster of times volunteers are available and referring the person requesting the service to contact the volunteer directly.
- g) A small honorarium, such as \$10 a presentation, could be paid to volunteers to cover their travel and babysitting costs.
-

SECTION FIVE
SUMMARY

5. SUMMARY

When the review was originally proposed, three concerns about the education program were expressed:

- 1) a feeling that there was not enough growth in the number of requests for presentations;
- 2) the difficulties attracting and maintaining education volunteers; and
- 3) the belief that the program was missing groups in the community who did not have adequate access to reproductive health and counselling services.

Program statistics over the past four years verify the first concern as a legitimate one. While the total number of requests for services has increased, fewer requests have been made for educational presentations while an increasing number are for individual resource consultations. While this review did not pinpoint any one factor for this trend, probable reasons are:

- a) not enough publicizing of education services. Currently most referrals are by word of mouth.
- b) inadequate funding for the program. There are not enough staff to plan and deliver the program effectively nor is there enough money to advertise more extensively.
- c) reluctance by some agencies to use P.P.A.E. services (because of a perceived "negative" image of the agency). The most notable example is the Edmonton Public School Board. This is having a major impact on the education program as it restricts access to teenagers in the city, as well as opportunities for inservices to teachers.

In order to reverse this trend, more effort needs to be made to publicize the program. As well, the focus of the agency should become more proactive, with

more resources shifted to the education program in the future. Thirdly, greater emphasis should be placed on networking with other community groups. Finally, a lobbying strategy to bring "on board" organizations such as the school board needs to be developed. Underlying many of the problems outlined in this review is a lack of funding. More staff and resources are needed to better plan and advertise the program, crucial steps in any attempt to increase program activities.

In terms of the second concern, the difficulty attracting and maintaining volunteers, some changes to the administration of the volunteer program need to be made so that the volunteer experience is an easier and more rewarding one. Underlying these changes is the belief that volunteers should be used in a support role in a variety of tasks. By complementing basic services provided by staff, there would be less reliance on volunteers to deliver the program. Consequently, the success or failure of the program would not depend on the availability of volunteers.

Finally, the third concern, the belief that certain groups are falling through the gaps, underscores the need for more program planning. P.P.A.E. staff and board members need to spend more time defining target groups and ways to reach them. This is particularly important in light of the funding crisis the program is presently facing.

As stated earlier, many problems are related to a lack of funding. Despite this, P.P.A.E. has managed to deliver an impressive number of presentations and other services to a wide cross-section of the community. P.P.A.E. should be commended for the commitment, dedication and enthusiasm they have shown. Among the groups they have presented to, P.P.A.E. staff have developed a solid reputation as capable presenters. All the user agencies that were contacted in this review were unanimous in their praise of the high quality of work and the manner in which presentations were delivered with sensitivity, humor and awareness of client needs.

P.P.A.E. is the only agency in Edmonton that is devoted entirely to providing family life education and training. As such, they have an important and unique role to play.

SECTION SIX
ISSUES AND RECOMMENDATIONS

6. ISSUES AND RECOMMENDATIONS

- I. There is low awareness by potential clients of the education program and the services it offers.**

Recommendations

1. That a public awareness strategy for the program be developed and implemented by P.P.A.E. staff and the education committee of the board.
 2. That P.P.A.E. spend more time networking with potential client groups in the community to increase awareness of P.P.A.E.'s services, to co-sponsor educational sessions and to share resources.
 3. The P.P.A.E. and the Edmonton Board of Health work more closely to promote and coordinate sex education services provided by each other.
-
4. That individuals with public relations experience or an interest in it be recruited to the board.
 5. That P.P.A.E. hire a public relations expert to develop a PR strategy to both publicize the education program and help develop a more positive image for the agency.

- II There is a need for more short and long range planning.**

Recommendations

1. That target groups, goals, priorities and objectives for the program be developed for both the short and long term.

2. That a yearly review of the long range plan be instituted and it include an assessment of how well annual objectives have been met.

III P.P.A.E. Is perceived to have a negative image by some groups and individuals in the community.

Recommendations

1. That the whole range of services P.P.A.E. provides be better promoted.
 2. That the education program be given a more current and distinctive name in order to help make it more marketable.
 3. That greater emphasis be placed on the education program and more funding, publicity and staff resources be allocated to it.
 4. That a high profile advisory committee be formed to lobby on behalf of the agency.
-
5. That a lobbying strategy be developed so that P.P.A.E. is designated an approved resource by the Edmonton Public School Board.

IV There are problems with volunteer involvement and commitment to the program.

Recommendations

1. That volunteers be used in a support role and in a variety of tasks with basic services being provided by a core complement of staff.
2. That the administration of the volunteer program be modified to make it easier for volunteers to become involved.

V There is a shortage of resources to deliver the program effectively.

Recommendations

1. That more funding be allocated to the education program.
 2. That the Assistant Education Director position be made into a full-time position.
 3. That the half-time education clerical position be made into a full-time position and the duties expanded.
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APPENDICES

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PLANNED PARENTHOOD OF EDMONTON
EDUCATION GOALS AND OBJECTIVES

GOALS

1. To co-operate within the community to improve the quality of life by promoting the understanding and adoption of birth planning.
2. To provide education to individuals to enhance their awareness of and knowledge of their sexuality, with the aim of promoting responsible attitudes toward sexuality and thereby encouraging responsible sexual behaviour.
3. To provide training and support for beginning professionals in the field of sexuality and family planning.
4. To assist members of the community whose roles as teachers, or counsellors require them to communicate about sexuality.

Program Objectives

1.
 - a) to develop instructional resources to be used within the agency and provided to community individuals and groups.
 - b) To evaluate existing resources and disseminate as above.
 - c) To develop and display agency materials in public places (ie: shopping malls) and, by invitation, at conferences and conventions.
 - d) to maintain a current library of statistical, scientific and descriptive information on topics related to sexuality: purpose of library to serve inhouse needs and public access.
 - e) ~~To provide resource and information consultation for students or community members researching topics of individual interest related to sexuality.~~
2.
 - a) To present information to various groups on request, on the subjects of sexuality, parent-taught sexuality, reproduction and contraception; groups to include:
 - community groups comprising adult, youth and parent groups;
 - classroom groups at elementary, secondary and post-secondary level of education
 - b) To develop and deliver continuing education courses in subjects related to sexuality, parent-taught sexuality, reproduction and contraception;
3.
 - a) To recruit, train and supervise volunteers to assist in delivery of Education Program Services.
 - b) To train and supervise practicum or work placement students from various secondary or post-secondary educational institutions.
4.
 - a) To present information to groups of professionals on request on subjects of sexuality, reproduction and contraception and sexuality education methods.
 - b) To provide consultation to teachers and other professionals in the area of sexuality and family planning regarding curriculum planning.

NOTE The responses to the preceding sample questionnaire would help me determine the agenda for the workshop. From that agenda I would compose the list of topics in the first items of the sample questionnaire below.

PARTICIPANTS' FEEDBACK FORM
School Nurses' Workshop

Date: _____ Planned Parenthood Association of _____

Since we will be doing this workshop again for other districts' nurses, we would appreciate it if you would take a few minutes and complete the questions below so that we can make any necessary changes in our workshop.

- If you were going to attend this workshop FOR THE FIRST TIME, would you have us change the agenda? Please indicate whether you would have us spend more time, less time, the same amount of time, or leave each of the following topics completely out of the next workshop, by putting a checkmark in the appropriate column.

TOPICS	More of it	Less of it	The same	Leave it out
A. _____	_____	_____	_____	_____
B. _____	_____	_____	_____	_____
C. _____	_____	_____	_____	_____
D. _____	_____	_____	_____	_____

Please indicate the degree to which you agree or disagree with each of the following statements by circling the appropriate response to each statement in the list below:

- I will feel comfortable about referring students to Planned Parenthood Association of _____.

Strongly agree _____ Agree _____ Disagree _____ Strongly Disagree _____

- What I learned in this workshop will be helpful to me on my job.

Strongly agree _____ Agree _____ Disagree _____ Strongly Disagree _____

- The workshop leaders know the material they covered.

Strongly agree _____ Agree _____ Disagree _____ Strongly Disagree _____

- Did you think that this workshop had the right balance of lectures and exercises? Please circle one number on the line below to indicate your opinion. Circle 1 to indicate that there was way too much lecture, 7 to indicate that there were way too many exercises, and 4 to indicate that there was the right balance. If your opinion is somewhere between, circle one of the numbers between the middle and the end.

1 _____ 2 _____ 3 _____ 4 _____ 5 _____ 6 _____ 7 _____
 Too much lecture Right Balance Too many exercise

- Please use the space below and the back of this sheet to tell us anything else you would like us to know about this workshop.

THANK YOU