推廣研究成果於政策規劃出國報告目次

推廣研究成果於政策規劃出國報告

壹、目的：

1、藉人口與衛生研究為例，學習如何運用策略計畫與傳播方式，將研究成果做適當表達，以促成其為政策參考之用。
2、學習有關評估研究的技巧，加強歸納運用研究成果能力。

貳、過程：

一、研習主題

1、自五月二十七日至七月二日，參與在美國夏威夷東西文化中心(East-West Center, Honolulu, Hawaii)舉辦的第三十屆人口議題研習會(The 30th Summer Seminar on Population)，參與其中第三組「傳達人口與衛生研究成果予決策者」(Communicating Population and Health Research to Policymakers) 的研討。本研討組（workshop）的研討主題包括：

- 探討阻礙研究結果運用於政策上的主要因素；
- 探討如何改善政策研究之設計；
- 探討如何鋪陳溝通策略及向決策者溝通的行動計畫；
- 加強撰擬新聞稿與接受訪談的技巧；
- 製作有效的政策說帖並提出政策建議；
- 學習準備政策導向的簡要研究摘要，並運用電腦製作簡報。

2、自七月四日至七月卅日，參與密西根大學社會研究所調查研究中心（The Survey Research Center, Institute for Social Research, University of Michigan, Ann Arbor, Michigan）第五十二屆「調查研究技術暑期研習會」，學習有關評估研究的設計與測量方法。

二、課程內容

1. 由 Population Reference 與 Bureau East-West Center 的專家講授課程，包括：
研究至決策的過程
如何將研究成果傳遞予決策者
如何與大眾媒體溝通
研擬政策溝通策略
製作與運用投影片及 PowerPoint 的技巧
撰擬政策說帖、備忘錄、與新聞稿的技巧

2. **配合上述各節主題，邀請研究人員講授研究促成決策的經驗；國會議員說明決策的環境因素；大眾傳播界記者、編者、主播與研習會成員座談，並參觀電視媒體的運作。**
3. **配合上述主題的進行，每一主題或由學員組成小組互相討論方式，或由每位學員個別作業，以書面或口頭報告方式，提出實習成果，獲得實務經驗。**

參、主要研習成果

以下敘述由專家講授、座談、小組討論與個人習作中所獲得的學習成果：

(一) 阻礙研究結果運用於政策上的主要因素

1. **為什麼研究與政策會有落差？**

社會科學家與決策者都關心研究成果是否能運用在政策上，但社會科學家常批評決策者忽視研究，而決策者則常指出研究報告缺乏實用性。事實上，研究與政策的落差源自於三方面：

1) **研究者與決策者對對方的主觀認知有差異：社會科學家認為決策者常常太忙，根本沒有時間讀研究報告，也不信任研究結果，他們的視野也不夠廣，又太政治化，常在缺乏堅實資料下，草率地做決策。另方面，決策者對研究者的印象是，研究主題太學術化，與社會脫節，是象牙塔裡的研究；即使是應用性的研究，亦刻意強調其專業性，不只報告的文字艱澀難懂，研究內容還避免有政策意涵；此外，決策者也常批評學術界對現實問題的了解不夠深入，研究報告的結論與建議常淪為泛泛之談，不夠具體。**
2) **研究者與決策者根本不同的結構角色：研究者主要在追求學術地位與同儕之認同，他重視的是研究設計與研究方法的選擇等。而決策者追求的是如何在組織內適當的運作，而一個組織內要決定研究的需要，或是研究成果的運用，難免要面對多方的要求與影響力，不是完全理性的選擇。**
3) **決策的過程：一般人常常低估決策本身就是一個政治過程此一特性；社會科學界的人常以為決策者真的會採取「理性的研究－決策模式」，也就是說政策的選擇依照：界定問題與重要目標→提出可行方案→進行各方案的成本效益分析→比較各方案並依據目標選取效益最大的方案。但現實中，由於社會問題是相互糾纏複雜的，很難釐清其真相，而不同的價值觀、不同的利益團體互相衝突爭執，迫使決策者在有限的時間與資源下，必須做一抉擇，以至於我們常常觀察到的，是所謂的漸進性（incremental）或適應性（adaptive）的決策方式，顯示出來的就是遷就現實、暫時性的、局部的、甚至是鋸箭式的解決**

方案，或者因應政治環境，偏向意識型態的選擇。

2. 認識橫亙在研究至決策間的障礙

    1)源自研究者方面的障礙：包括時間與金錢的限制、研究經費提供者在意識或研究範圍的限制、研究者對議題認識不清或無法掌握相關資訊、甚或研究分析方法有誤等，導致無法提供正確的研究結論與建議。

    2)源自研究者與決策者之間缺乏聯繫：包括政府單位人員與研究者之間缺乏聯繫機制、決策者只與少數研究機構聯繫、研究者未積極參與研究計畫，導致彼此間的期望有落差；亦有因研究成果的傳播不當，為有效進入決策者的思維。

    3)源自資料使用者（決策者）的障礙：包括決策者經常更換，缺乏延續性；決策者考慮政治風險，避免改變現行政策；以及官僚體制阻礙研究者與決策者之接觸等。

(二) 縮短研究至決策的落差

為了促成研究能形成政策，研究者首先要認知應用研究絕對不同於基礎研究，另外，研究者與決策者除了瞭解彼此所處環境之不同外，也需認知決策是基於許多知識的累積，並認清楚資訊是如何進入決策的過程，及如何改變決策。根據Weiss's Enlightenment model of research-to-policy 的樂觀看法，研究到決策之間，不是立即而直接的關係，研究是經由不斷散播新的概念、新的技巧，與建議新的解決方案予決策者，藉由知識與訊息的傳播、滲透、累積，促成決策的變革。為了加強研究與決策的掛鉤(linkage)，研究者要加強研究設計，並從研究開始，就積極引進決策者的參與；研究過程中與研究後更要加強溝通，傳播研究成果。分述如下：

1. 預期影響政策的研究是應用研究，必然與現實的社會有關，是問題取向；因此，研究的變數必須是可操作的，而且研究預算要在合理的範圍，研究的結果要有可預期的政策意涵與計畫用途。

2. 研究設計必須：

    1)界定清楚誰是與研究有關的團體，誰是主要決策者(誰是研究成果的潛在消費者)，並且認清他們的興趣、目標、背景、與所受的限制。

    2)研究一開始就應邀請相關團體代表或決策者參與研究，邀請他們就研究議題、研究方法、研究成果的發表時機等表示意見。

    3)瞭解決策者所面臨的壓力，才能適當地配合其需要進行研究設計，以及運用研究成果；決策者的壓力包括，政治與社會壓力、經濟條件、程序要求、過去的承諾、時間壓力、以及個人所持有的價值觀與意識型態。

3. 傳播研究成果的溝通技巧

1)界定清楚所有可能對研究成果有興趣的人，包括決策者、行政主管、董事會成員、政治人物或團體、社區團體、專業團體、接受服務的對象、與傳播界。

2)決定溝通的策略與方式、包括專題報告、學術論文、摘要，通俗性報導，新聞發布，記者會等。

3)掌握傳播的技巧，一篇有用的研究報告必須是精簡地掌握要點、具及時性、並對大眾關心的議題有反應。

(三) 推廣研究成果的策略規劃步驟

研究成果提出後，如何有效地向各利益團體、乃至任何與決策有關的人士推廣，使其了解研究的政策涵義，需要有計畫地研擬政策溝通計畫。政策溝通的目標是將研究的資訊釋出，希望能引起與決策相關人士的重視，使研究結論與建議能被採納。溝通的方式可以是正式或非正式的，但是一定要有周全的計畫。健全的溝通計畫包括下列七個步驟：

1. 組成工作小組，負責撰擬與傳遞訊息：小組的成員可以包括研究案的成員、行政人員、傳播專家、編撰稿人員等，並指派任務，界定誰負責撰稿，誰負責與傳播媒體聯繫，誰擔任發言人等。

2. 釐清溝通的目的與所欲達成的目標：訊息的傳播有時是為提醒大眾認知，有時謂改變態度，有時為矯正觀點或態度，有時為影響決策，發出訊息之前，應先界定這一次傳播的目的，訊息內容才能正確達到目的。

3. 界定誰受訊息的接收者：訊息的傳遞對象因研究議題、訊息內容或欲達成的目標而有不同，有可能是政治領袖、政府官員、計畫經理人、民營機構、教育界、地方領袖、傳播界、宗教界、專業團體、婦女團體、或資金提供者等等。除了認清傳播對象外，也要分別誰是主要對象（直接影響政策的人），誰是次要對象（可能影響決策者的人），以及誰是可能的反對者。此外，最好能明白這些人彼此之間的關係，他們的聯繫管道，與他們的立場。

4. 訊息的撰擬：訊息內容一定要扼要、清晰，如是要傳遞研究發現，最多只能提出二至三點主要結果，指出其政策意義，不宜推出龐雜的研究成果，以致模糊了所予傳遞的主題。因此，撰擬溝通訊息（如新聞稿）之前，應先條列出溝通所欲達至的目標，針對目標與溝通對象來擬稿，不只要避免使用專業術語或冷僻文字，也要因應不同的對象使用適當的文字與修辭。

5. 決定訊息傳遞的方式與管道：按傳播的對象選擇最適當的表達方式與溝通管道，可能是文字的單張或小冊、政策說帖、圖表、電腦圖表或幻燈簡報，新聞發布，或 email/internet 網路傳播等。溝通可以是個別的接觸，或與大眾傳播媒體接觸，如為後者，宜先確定哪一種媒體最適宜，誰是適當的接觸對象。另一方面，也須注意訊息發布的時機，或不斷創造訊息發布的時機，包括相

關集會或研討會時、立法或預算草擬時、計畫評估時等。

6. **擬定訊息發布計畫，包括發布的對象、時間、方式、頻率、以及由誰發布等。**
7. **評估溝通的效果：評估是否規劃的活動皆如期完成，訊息的傳遞是否正確，媒體的涵蓋面是否完整與正面，以及是否產生預期的改變。好的政策溝通訊息可以產生兩種明顯效果，最直接的是對政策發生影響力，如果沒有直接影響，至少會引來更多對訊息的要求，等於提供更多政策溝通的機會。**

在研習會中，與會人員皆根據個人攜帶的研究資料或關心的議題，依循上述步驟，草擬推廣研究成果的政策溝通策略與計畫。本人根據內政部的老人生活調查與相關研究資料，研擬一份有關加強老人長期照護設施的政策宣導策略計畫，如附件一，包括上述的第２－６步驟，並於會中製成投影片發表。

附件一　政策溝通策略計畫習作(一)

主題：台灣老人長期照護需求

Problem:

- Aging population — 8.3% of population aged 65+ in 1998
  Estimates 10% in 2010 (2.4 millions)
- TFR — below replacement level (1984)
- Less support from children
- Living with children — decreasing from 64% (1993) to 61% (1996)

Communication objective:

- To foster a more supportive environment for setting-up private community-based facilities for caring the elderly.

Expected outcomes:

- More budget for subsidizing the private sector
- Cutting down the red tape for setting-up facilities, including the process regarding property donation, tax exemption, and building permit, etc.

附件一 政策溝通策略計畫習作（二）

Name/Organization: RDEC

Overall objective: To increase public and private caring facilities for the elderly

Primary audiences	Messages	Sources(Spokespersons)	Channels/formats
Director of DGBAS Cabinet members Legislators	Trend of aging population, fertility, living arrangement Demand (1996 survey data) 95,590 aged 65+ need daily care 10% of them currently living in nursing facilities 90% stay at home (among them, 10% desire to living in nursing facilities) Est. demand by 2010--132,000 beds Supply in 1998--10,000 beds, plus unlicensed 9,000 beds	Minister of MOH, MOI Chairman of the RDEC	Personal contact Cabinet meeting
Officials of the Bureau of Taxation	Shortage of elderly caring facilities Need of tax exemption for private sector	Dept. head in MOH, MOI, & RDEC Representatives of private institute	Formal and informal meetings
Officials of Building & Construction Bureau, including national & local level	Simplifying the processing of building permit, building inspection	Dept. head in MOH, MOI, & RDEC Representatives of private institute	Formal and informal meetings
NGO leaders Press	Future market of elderly care	University researchers Dept. heads in MOH, MOI	Seminar Press conference Press release

Secondary audiences	Messages	Sources (spokespersons)	Channels/formats
Officials of the DGBAS Legislators' assistants NGO leaders Women Group	Trend of aging population, fertility, living arrangement Demand (1996 survey data) 95,590 aged 65+ need daily care 10% of them currently living in nursing facilities 90% stay at home (among them, 10% desire to living in nursing facilities) Est. demand by 2010--132,000 beds Supply in 1998--10,000 beds, plus unlicensed 9,000 beds	Dept. heads in the MOH, MOI	Personal contact Seminar

附件一 政策溝通策略計畫習作（三）

Communication strategy:

Communication activities	Who is responsible?	What is the timeframe?
1. Organizing seminar, inform the public and private business, NGO about the need of the elderly and the need of long-term care facilities 2. Press release 3. Press conference	Researchers Staff of the MOH, MOI	2 months (July-August)
Arranging meetings for exchanging viewpoints between the authority of building construction and private sector	Staff of the MOH, MOI & RDEC	2 months (July-August)
Public hearings for budget support	Staff of the MOH, MOI	1 month (August)
Preparing the proposal for the cabinet meeting regarding plans and budget	RDEC or MOH, MOI	2 months (Sept.-Oct.)

(四)　認識大眾傳播媒體

1. 認識媒體的力量

曾有一位印度的衛生與家庭福利部的主管說：「我寫了一篇報告給部長，同時送了一份給英文日報，部長從報紙上讀到我的報告。」這似乎不是官僚體制內應有的正規溝通方式，但也說明了大眾媒體是有利的溝通管道，有時可以將研究成果成功地傳達給決策者。

運用大眾傳播的好處是成本低、傳播的涵蓋面很廣，不只可以傳達至決策者，也讓所有關心的人知道，並具有某種程度的公信力。但是，媒體上傳遞的訊息到底不是原始的報告，它經過另一手的撰寫與編輯，無法確保資訊沒有被誤導或扭曲，出現在媒體上的資訊，可能已失掉它的正確性。另一方面，大眾傳播的威力無遠弗屆，缺乏適當控制的訊息傳播，也就無法掌握它所產生的正面或反面的效用。訊息傳遞至媒體後，媒體本身的接收意識與反應，影響其對訊息的操作，然後再傳遞給讀者或觀（聽）眾。所以訊息發布後所收到的回應，其實包含了媒體本身的直接反應與大眾的反應；如果媒體接受的訊息是不清楚或不正確的，傳遞給大眾的訊息必然有誤，所導致的一般大眾的反應，有時難免超乎研究者或資訊發送者的預期。

2. 如何與媒體溝通

首先，按照上述的步驟，確實研擬與媒體溝通的計畫，確定溝通的標的、主要訊息內容，確定哪一種媒體是適當管道，以及這些管道可以確實傳遞訊息給所欲傳遞的對象。如何與這些傳播界的人接觸？可以透過電話、新聞發布、記者會、與媒體合作的研討會、安排訪問等方式；但是，傳播界的人建議，平常應與媒體平有保持聯繫，讓自己的名字出現在他們的小記事本上，成為他們的消息來源之一，才是最佳接觸媒體的方式。細節包括：

1) 平常與記者（媒體人士）保持聯繫，注意他們關心的議題是什麼；
2) 知道媒體人士的作息，有訊息欲發布時，知道聯絡他們的正確時地；
3) 確定訊息有新聞性；新聞稿要簡潔，並避免瑣碎的數字；
4) 新聞發布後，一定再電話追蹤，確定訊息傳達；如果沒有，應再傳送一次；並建議訪問相關的發言人。
5) 新聞稿如未被採用，不必失望，因為可能當時新聞太多，被擠掉了。可以修訂新聞稿，隔幾週或一段時間後重發布一次，或傳遞給另一型態的媒體。

(五)　摘錄研究成果為新聞稿

厚厚的一本研究報告撰成後，可能沒有幾個人有機會讀到它，如果摘錄它，發表在報章雜誌上，或是經由廣播電視報導，它所傳達的讀者與觀眾，就不計其數，

產生的影響力也較大。如何將研究報告做精簡擇要的新聞發布，是非常重要的。新聞稿必須是一篇簡短的新聞故事，它可以被直接轉載或報導，也可以提供記者重新編撰；它也可以是提供新聞工作者撰寫新聞特稿或社論的重要素材，或是繼續系列報導的資訊來源。研究者除了在研究有成果時發布新聞，有時也因應特殊事件或新聞，發布相關的消息。新聞稿要能吸引新聞從業人員的注意，在其內容、結構、形式上，都有應注意事項。

1. 新聞內容：
    1)一定要有新聞性，最好與「人」有關，是人們關心的事情。
    2)含括所有重要消息，注意五 W(who, what, when, where, why)原則，但也要注意 KISS（Keep it short and simple）原則，行文必須簡明扼要。
    3)最好引述研究專家的說明或意見。
    4)注意檢查所有內容的正確性，包括人名、日期、統計數字等。
    5)敘述客觀性事實，避免批判性評論。

2. 結構：
    1)標題要簡短，寫出主題即可。
    2)最重要的訊息扼要地寫在第一段，必須是一段能吸引讀者繼續讀下去的引子，第二段再詳細描述其內容與重要性。細節與次要新聞則放在後面。

3. 格式：
    1)使用標準白色紙張，單頁印刷，標明頁數。
    2)不宜超過兩頁的長度，行距適度，不可太密，並維持適當的邊距。
    3)註明發布消息的單位與聯絡方式，以及可供採訪的對象。
    4)註明發布日期。
    5)適當標示發布單位的簡介。

4. 發給廣電媒體的新聞稿應注意：
    1)口語化，避免文縐縐的語詞。發稿之前，最好大聲讀一遍。
    2)電視新聞以六秒鐘為標準長度。
    3)可以發布錄影帶作為輔助。

5. 在新聞稿主體之外，有時也可以另加附件，譬如一張照片或圖表，較詳細的研究報告或背景資料等，提供媒體需要時參考。

依據前述新聞稿撰擬的原則，以行政院研考會委託台灣大學公共衛生研究學院吳淑瓊教授完成的老人長期照護研究報告為基礎，撰擬新聞稿如附件二，主要訴求為呼籲加強老人長期照護的設施。

附件二　新聞稿習作

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The Executive Yuan

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For Immediate Release

June 8, 1999

Study points to urgent need for elderly care facilities

Taiwan has become an “old population”. By the year 2010, one out of 10 Taiwanese will be 65 or older.

Where will they live? Young people are less willing to look after their elderly parents than in the past. Increasingly, the elderly will have to turn to public or private residential care facilities. “It is better to encourage the government to launch programs for your old age now than to worry in the future.” Professor Wu Shu-Chung, of National Taiwan University, concluded from a recent study on the condition of senior care facilities.

More than half of the elderly suffer from chronic diseases, and one tenth need personal care every day. Professor Wu’ s study, commissioned in 1997 by the Research, Development and Evaluation Commission, reveals the urgent need for senior care facilities. “We don’ t have enough facilities to accommodate them,” she points out.

The study found that about 10,000 elderly live in institutions that provide personal care on a daily basis. Another 90,000 were live at home and are cared for by relatives or friends. Among the second group, 10,000 expressed interest in living in senior care facilities.

But again, where will they live? In Taiwan today, there are only 10,000 beds for long-term care, and there are not allocated exclusively for the use of the elderly. There are also some 9,000 beds in those unlicensed private institutions.

As the population ages, demand will soar. In addition, a larger proportions of the elder express a preference for living in a senior care facility than in the past. With smaller and smaller families, many elderly Taiwanese simply do not have adult children available to provide daily care.

Prof. Wu called for more government subsidies and less red tape for private organizations or individuals who wish to set up senior care facilities. She contends that the best approach would be to establish small or medium size facilities in the communities where the elderly are already living. The elderly will feel more comfortable if they can stay in their own neighborhoods, according to the study.

# # #

(六) 安排訪問與接受訪問的技巧

1. **安排訪問**

   1)選擇適當的發言人：發言人必須了解並掌握訪問主題，最好是該行的專家，喜歡與媒體人士接觸者，有好的外表與聲音。

   2)提供充分的資料予訪問者：準備相關議題資料，以及接受訪問的發言人背景，與提供資料單位的資訊。

   3)事先與發言人溝通，說明有關議題的內容、採訪媒體與記者的特色，並預習模擬訪問。

2. **接受訪問的技巧**

   1)掌握並主導發言的主題：切記接受訪問的主要目的是要傳達訊息，而非回答記者的問題。回應記者的問題固然需要，但不要忘記掌握傳播主要訊息的目的；儘早在訪問一開始就釋出訊息，而且要不斷重複敘述重點。

   2)事先熟練所要發言的資料內容，以避免無法回答記者的問題。

   3)將所要傳遞的訊息精簡為三個重點，超出三點只會混淆訊息，使施去焦點；記者也只能記得住三個重點，讀者也可能記住三點而已。

   4)遇到難以回答的問題時，不要直接回答它，可以迂迴地將其導回主題；譬如說：「這不是重點，真正的問題是 ..」。或者直接表示不知道或沒意見，絕不可說謊。如果是重要，一時無佐證資料而又必須澄清的事情，告訴記者將於訪問結束後盡速回應；而且凡是答應記者的事情，一定盡速做到。

   5)掌握重點發言，尤其在接受電視訪問時，切記時間的緊迫性，不可長篇大論。

   6)主導接受訪問的地點，不要隨便在混亂的公共場合接受訪問。

   7)尊重媒體的需要，盡量配合他們的截稿時間。

   8)禮遇記者，了解他們的職業特性，不必太在意他們訪問時的尖銳與唐突；接受訪問時，要專注他們的眼睛，顯示自己的自信。

(七) 向決策者提出書面政策建議－－撰擬政策建議書

決策者每天在下決策，但是，絕大部分是在資訊不完整的情勢下做決策，決策有時是出於決策者本身的直覺或膽識，有時係接受特定人士的建議；當然也有向幕僚要求資訊，徹底了解狀況後才下的決策。想要影響決策，就有必要了解一般決策者的特性，例如，愈高階的人愈不可能知道每一件事情，也不可能專注在一項議題，他（她）會愈傾向仰賴口頭的簡報，而且也越會有政治考量；另外，決策者通常都是很忙碌的，他們必須在很短的時間內，掌握到複雜議題的精髓，在不

完整的資訊下做決策。

在這種情形下，研究者或組織內的幕僚人員，可以準備一份精簡的政策建議書 (policy memorandum)，用來遊說決策者，或幫助決策者進入狀況。政策建議書的目的，用以提供決策者有用的資訊，包含將複雜的問題做簡要的剖析，評估可行方案的利弊，並提出具體建議。

一份政策建議書應該掌握到以下幾個重點：

１、指出議題的重要性，說明為什麼需要有決策；
２、提供具體事證；
３、提供清晰的行動方案；
４、對相關政治生態加以評析，指出決策後可能的政治風險；
５、以色筆標出建議書裡的重點；
６、不可太長，大約三至五頁的長度即可。

附件三是政策建議書的樣本格式。研習會中並要求每一學員根據一研究結果或計畫，研提一份向財政部長請求支持預算的政策建議書，同時練習如何在有限時間內，向部長當面簡報提出需求。練習作如附件三之一。

附件三：政策建議書的樣本格式

政策建議書

收文者：
送件者：
主旨：
日期：

摘要：
扼要說明提出此建議書的目的、主要訊息、政策建議。長度應在半頁至一頁。

背景：
簡要具體說明問題的產生與重要性。

議題內容：
說明決策者應重視的主要議題內容，最多不可超過三項。同時指出其他相關人士可能的正反立場。

方案分析：
提供可行的具體方案，並分析其利弊；
對相關政治生態加以評析，指出決策後可能的政治風險。

建議：
提出看法與政策建議。

附件三之一：政策建議書習作

POLICY MEMORANDUM

TO: Minister of Finance, Minister of Health

FROM: Deputy Minister for Program Development and Budget, Minister of Health

SUBJECT: Budget for promoting implants in national family planning program (NFPP)

DATE: June 15, 1999

SUMMARY:

The level of contraceptive use in Thailand is similar to that found in many developed countries. However, most of the users rely on contraceptives that provide contraception for a short period and the continued use of these methods is declining. The national goal of the family planning program of increasing contraceptive use from 69 to 77 percent can be achieved by increasing the number of new acceptors, increasing the duration of use of short-term methods or through a combination of both. The NFPP proposes to achieve this through the widespread availability of a new method Norplant.

Two different policy issues that are interrelated with the increased availability of Norplant are discussed in this memorandum. The first issue is the possible impact of nationwide availability of Norplant on the level of current contraceptive use. The second policy issue is the cost-benefit analysis of the inclusion of Norplant in the program.

Based on evidence this memo demonstrates that family planning program needs to expand the provision of NORPLANT nationwide. The memo recommends ways in which costs of implant can be reduced and contraceptive effectiveness raised.

BACKGROUND:

The NFPP officially began operation in 1970.   By 1991, the contraceptive prevalence rate had increased from 14% to 69%. The average birth per woman has in her lifetime declined from 5.5 to 2.2. Since the beginning of the program, the contraceptive methods used in Thailand have been mainly modern ones. About 24% of married women used pills and another 24 % had sterilization. The percentage using injectables rose substantially, during the 1980s, to 12%. Only 5% are using IUD.

Norplant, the hormonal subdermal implant was first introduced into the program in 1981 in clinical trials. In 1990, a formal pilot project of providing the hormonal contraceptive implant was introduced to evaluate the feasibility of having nurses insert the implant. It took place in 11 hospitals, nurses were trained to provide the implant. The main objective was to study the effectiveness of training, problems with insertion, subsequent complications and discontinuation rate.

The findings from the pilot project shows that the training program appears to have had a large impact on implant prevalence. The number of implant acceptors per month increased from one to 38 per hospital, as comparing to the increase of 0 to 8 per hospital in the control group. The numbers of implant acceptors are about 4 times of IUD new acceptors, and three times of injectable new acceptors. About half of implant acceptors reported they would have used injectable method if implant had not been available.

ISSUES:

1. **<u>The benefit:</u>** The current goal for the NFPP is to increase contraceptive prevalence from present 69% to 77%. To supply all major contraceptives has been the policy of the NFPP. It is believed that the introduction of new contraceptives will raise prevalence as a result of an increase either in the duration of use or in the number of new acceptors. The study has demonstrated the dramatic increase of contraceptive users in hospitals, given the availability of trained nurses to provide services. Once implant is inserted, it needs not be removed within 5 years period. The method apparently reduces the risk of discontinuing use. If the program may provide training to nurses in 8,097 local health centers and 671 district community hospitals, it is feasible that the prevalence rate will increase.

<u>2. The Cost:</u> The total marginal cost for each service of implant is US$25.47. The cost of injectable is $1.03. However, the total cost of the implant is for five years use. The injectable is for short period of use. Re-supply is required after 3 months. By the fifth year, the cost of implant costs only slightly more than the injectable. Considering both cost and effectiveness (continuation rate), the supply of implant is a better alternative for injectable users.

<u>3. The possibility of decreasing the cost of implant:</u> The differences in costs associated with supplies and labor among different contraceptives are trivial. The commodity cost contributes to the difference. The cost of implant is US$23, not to mention the additional $12 for import tax. For IUD or injectable, which is local products, the commodity cost is around $1. The remove of import tax will reduce the cost. To produce the implant locally is another alternatives.

OPTIONS

There are three options in introducing implant in the national program:

1. Introduce NORPLANT in the national family planning program.

   Advantages:
   - Increase in the contraceptive prevalence rate as aimed in the Family Planning Program
   - Decrease in the discontinuation rate as opposed to observed situation in Thailand.

   Disadvantages:
   - The cost of family planning program will increase as the implant introduces.

2. Promote other contraceptive methods instead of NORPLANT.

   Advantage:
   - Increase in the contraceptive prevalence rate with a lower cost.

   Disadvantages:
   - The goal of family planning program will not be met without introducing a new method in national program.
   - Decrease in the availability of different contraceptive methods
   - Decreases in the contraceptive continuation rate due to promoting other contraceptives that are already have high discontinuation rate.

3. Extend the duration of pilot project for one more year before expand to national level

   Advantage:
   - Receive more information about side effects of the implants before introducing them nationally.
   - Receive more information expected discontinuation rate of implants before introducing them nationally.
   - Provide more information on the cost-effectiveness of NORPLANT compared to other alternative methods.

   Disadvantages:
   - Cost of extension of the pilot project one more year.
   - Exclusion of women located in the non-project region from using NORPLANT one more year.

RECOMMENDATIONS

Considering these options, our recommendations are as follows:

1. Considering the need of more information on side effects, discontinuation rate and cost-effectiveness of the implants, the duration of pilot project should be extended for

one more year before expand to national level. After receiving the satisfactory results on above-mentioned issues through extended pilot project, NORPLANT will be introduced in the national family planning program.

2. Promote using NORPLANT through the mass media campaign.
3. Remove the import taxes on NORPLANT in order to decrease the cost of implants in the short-run.
4. Provide relevant training on implant to nurses of health facilities where the service is available.
5. Promote local manufacturing of implants as a joint-venture investment project.
6. After establishment of the local manufacturing and meet demand in the country, NORPLANT produced in Thailand can be exported to other countries.

(八) 口頭簡報的準備與發表

運用電腦的 PowerPoint **軟體製作簡報系統，已成為一種普遍的趨勢。此次研習會中，特別安排指導如何運用** PowerPoint**，學員亦花了相當多的時間學習。課程中除了製圖製表的技巧外，尚包括如何規劃與完成一個成功的口頭簡報。通常，簡報讓人覺得趣味索然，可能是因為忽略聽眾的興趣，或內容太複雜，表達缺少邏輯性，或太細節化。**

要達到成功的口頭簡報，必須注意以下重點：

1. **列出簡報的目的：是為了提供訊息，贏得聽眾的注意，或是為了爭取支持，促成行動。**
2. **了解聽眾：了解聽眾的需求，針對他們的需求、專業水準、與簡報的目的安排演講內容。**
3. **掌握簡報的時間長度，決定欲傳遞的訊息重點，最好不超出三點。**
4. **組織簡報的結構：列出大綱，讓聽眾一開始就知道簡報的大綱；如果是研究或政策分析，應包括問題的重要性、目的、簡要的方法介紹、主要發現、與建議。但是在簡報初始，應有適當的開場白，以吸引聽眾的注意力**
5. **掌握時間，盡早進入簡報的主題，並且不斷重述，以加強聽眾的印象，結束時，並再做一次總結的表達**
6. **妥當使用圖表與視聽工具，但圖表文字的表達應有一致性，避免太複雜或花俏。避免使用專業術語，也不可按講稿逐字朗讀。**
7. **事先對聽眾可能提出的問題加以準備並預習，遇到反對立場，可澄清自己觀點，試圖建立彼此共通的立場，不必視為對個人的攻擊。**

- **本次研習，每一位參與者最後必須選擇一研究主題，運用研習過程中所學習的各節知識，製作** PowerPoint **簡報，並於最後課堂中進行實質的簡報，接受聽眾質詢。整個簡報過程並加以錄影後，再由專家與簡報製作人觀摩檢討，成為一項深具實務的學習經驗。個人以前述台灣的老人長期照護需求為題，完成簡報內容如附件四。**

附件四 PowerPoint 簡報習作--台灣的老人長期照護設施需求

(**書面報告之附件四為** PowerPoint **之列印頁**, **共三頁**, **無法在此顯現**.)

(九) 評估研究的設計

在現實的社會裡，社會科學的研究無法如自然科學般，執行完全符合機率原則與完全控制變數的實驗設計；但是經由精心的設計，仍可提供較周全的研究結果，作為各項社會政策的參考。此次在密西根大學參與「調查研究技術暑期研習會」，主修由 Dr. Bill Yeaton 講授的評估研究設計。課程中以 Carol H. Weiss (1998)的 Evaluation 為主要參考書，介紹評估研究，內容包括：1)評估規劃，含評估時機與評估內容，2)評估研究者的角色界定 3)測量方法的選擇，4)蒐集資料的方式，以及 5)評估的設計；並且藉由研讀不同的研究報告，分析與評論其方法上的妥適性，來增進學習者對研究設計與方法學上的認知。

有關評估研究的設計，除了介紹各種不同型態研究設計的原則，課程並著重在準實驗設計（quasi-experiment）的介紹，同時，透過一系列的練習作業，加強認識 Donald Campbell 界定的評估研究的四種效度誤差(Threats to validity structure)，以及如何運用研究設計來改善誤差。

課程的要求之一係由學員就個人興趣或是規劃中的計畫，研擬一項研究計畫的設計，首先提出研究問題，然後提出設計大綱與教授及其他學員討論，最後完成研究計畫的設計。個人有鑒於國內財稅單位自 1998 年開始推動網路報稅，但是到了 1999 年，網路報稅的納稅人並無顯著增加，推測納稅人並未知曉網路報稅的好處；其次，稅務機關也未嘗仔細評估，提出網路報稅對政府與對納稅人的好處，也未提出確實數據來爭取預算，改善網路報稅的機制。因此，此一研究設計的練習作，就以評估網路報稅的效益為標的，比較網路報稅者與採傳統報稅方式者之間報稅資料的誤差。設計書詳如附件五。

肆、心得與建議

在夏威夷東西文化中心進修的一個月中，參與第三十屆人口議題研習會的第三組，即「傳達人口與衛生研究成果予決策者」的研討。第三組的參與人，包括來自亞、非、美、中南美、歐、與大洋洲各地，共計十八名學者專家，有政府機關的研究人員和行政人員，也有來自公私立衛生福利機構，以及學校教授。研討的主題包括如何摘要研究結果，向各界遊說溝通，以達到政策目的。參與研討會的學者專家多數來自研究機構與計畫推廣機構，經常需要向決策者或計畫贊助者進行政策遊說，此一研習會透過專題演講、座談討論、時作練習等方式，使認識研究與決策立場的差異性，教導如何運用各種傳播技巧，以達到溝通的目的，確實讓與會的人收穫豐盛。

此一研習會由設於美國華盛頓的 Population Reference Bureau 與夏威夷 East-West Center 共同規劃，每年在夏威夷東西文化中心。研習會的規劃相當週全，有專論的提供，亦有實務的教導手冊，讓與會者從實作中有具體的學習。由於此一研習會的具體成果，已使得 Population Reference Bureau 逐步在泰國、哥斯達黎加等地辦理相同形態的研習會，也打算在其他國家陸續推廣。

個人在這一次研習中學到不少政策溝通的技巧，唯一的缺憾是，研習會採用的實務主題，多環繞在家庭計畫、青少年性行為與愛滋病防範，較乏與本會工作相關的議題。但是，本次研習讓個人認識到：

1. 應隨時掌握與決策者和大眾媒體接觸溝通的機會，才有可能影響決策；
2. 研究一定要注意到其政策意涵與預期的政策目標；
3. 重視各種溝通器材的運用與溝通手段，隨時學習改善溝通技巧。
4. 研習會本身的規劃與執行方式，是非常值得各個辦理訓練的機構或單位效法的；規劃的人應全身投入，課程應有一系列連貫性的安排，研習應該有多形式的學習，不可以如目前國內的訓練單位，將課程規劃後，就切割成每一課程，由個別教師負責，主辦者反而置身度外。

至於在密西根大學研習的評估研究設計，由於著重點在實驗設計，必須在能控制的情境下，檢驗投入變數（因素）所能產生的效益，所需之時日較長，相對地，較無法運用在與本會相關的評估研究上。即使是個人在課堂中習作的有關網路報稅乙案，財政部北區國稅局已經開始推廣，也曾提出評估報告，但其評估方式，距離以準實驗設計的方式來研究評估的精神，仍有一段距離。

附件五　評估研究設計習作

Evaluation Proposal Outline

Introduction

Background: In 1998, the IRS in Taiwan introduced computer program for taxpayers to file income tax return form online. Since then, taxpayers may choose to file their income tax return in either paper and pencil format or electronic format. In electronic format, there are embedded programs to calculate some numbers after keying in the relevant data. Presumably there is less possibility of making errors toward the final figure of income tax unless the information itself is incorrect and/or incomplete. In 1999, the procedure was further improved. When a taxpayer signed onto IRS's web page, his (her) previous year record automatically showed on screen. The taxpayer needed not type in some fields whichever it was applicable, such as ID, name, and address etc. Other fields can be used as references for this year.

The electronic format of filing for tax return has advantages to both the IRS and to taxpayers. On one hand, the IRS receives taxpayers' data in electronic format. It saves time for data input and verification. The IRS, therefore, should collect and return tax sooner. On the other hand, taxpayers make fewer errors in summing up the final amount of tax since the embedded programs do the calculation. Furthermore, the 1999 electronic form showed the sources of income in the previous year. It could also help taxpayers to list all the possible incomes and deductible items. In principle, it should also save taxpayers' time and energy.

The purpose of this study: In 1998, after a strong promotion campaign, there were 10,230 persons who used electronic format to file their income tax return. In the next year, the IRS, although improved the computer program, did not make further efforts to promote it besides a few press conferences and press releases. The electronic users only increased to 11,577 in 1999. The increase rate is not as high as IRS expected. We need to evaluate the effect of program carefully to see if it is worth to promote electronic format of tax return. Two kinds of evaluation could be done. One is the cost-effectiveness analysis relates to efficiency of data processing within the IRS. The agency has to present the result to convince legislators that the budget for electronic format of tax return has its value. On the other hand, the IRS must also convince taxpayers that there are advantages for them to adopt electronic format. Then it will be able to encourage them to do it next year. This study is designed to clarify the advantages of electronic format. Specifically, it aims to answer questions: Does electronic format help taxpayers to file income tax return more accurately in comparison with the traditional paper-and-pencil way? If it does, in which way and to what degree it reduces taxpayers' mistakes?

Theory: We assume the IRS would have checked all the possible mistakes due to inside operation before informing anyone the adjusted amount of income tax verified by the IRS's record. Therefore, any further tax requested by the IRS is assumed from the result of inaccurate information given by the taxpayers. It is assumed that there are three possible types of mistakes that taxpayers may make (See Appendix 1). First, it is filling errors (by writing or typing), that should be equally present in either electronic or non-electronic format. The second mistake is caused by incomplete income sources, which should be the same possibility in either format in 1998. However, the chance of making such mistake may be lower in electronic format in 1999, since previous year's data reappeared online for taxpayers while filling current year's return. The third possible mistake comes from incorrect calculation through out the form. The electronic format should eliminate the computation errors as long as the input data is correct. Therefore, it is hypothesized that

1. The proportion of filling error between electronic format users and non-electronic users should be the same.
2. The proportion of inaccurate income source or deductible items is the same between electronic format users and non-electronic users in 1998. But the electronic users should make fewer mistakes in 1999 as compared to non-electronic users.
3. The proportion of inaccurate calculation should be lower for the electronic users as compared to non-electronic users in both 1998 and 1999.

The Methods:

Population and sample: The study will focus on Taipei City only. Its population is more educated and has more knowledge and access to computer use. The program group will be the taxpayers that filed income tax return electronically in both 1998 and 1999. The control group will be randomly sampled from non-electronic users who have the characteristics similar to the electronic users. (See Appendix 2 for the selection of control group.) We will use age, major income source, and family income as the variables to match program group and control group.[1]

Design: The proportion of inaccuracy of filing tax return in 1996 and 1997 will be collected to observe the trend of change in each of three kinds of mistakes. The proportion differences between non-program year (1997) and two program years (1998 and 1999) will be examined. Also the change in inaccuracy rates between

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[1] We assume that electronic users are those younger, higher educated and having access to computer use. Age is the variable shown in tax return form. Data of education and computer accessibility are not available. In 1998 government and the computer business had promoted electronic format intensively. Employers of these two sectors might have higher possibility of using this format. The code of income source shall act as the proxy of occupation. Total family income may reflect computer accessibility to some extent. However it needs more data analysis on the characteristics of program users before

program group and control group will be compared to learn the program effect on different filing mistakes.

Program group	O^{a}_{1996}	O^{a}_{1997}	$X_{1998}O^{a}_{1998}$	$X_{1999}O^{a}_{1999}$
	O^{b}_{1996}	O^{b}_{1997}	$X_{1998}O^{b}_{1998}$	$X_{1999}O^{b}_{1999}$
	O^{c}_{1996}	O^{c}_{1997}	$X_{1998}O^{c}_{1998}$	$X_{1999}O^{c}_{1999}$
Control group	$O^{a'}_{1996}$	$O^{a'}_{1997}$	$O^{a'}_{1998}$	$O^{a'}_{1999}$
	$O^{b'}_{1996}$	$O^{b'}_{1997}$	$O^{b'}_{1998}$	$O^{b'}_{1999}$
	$O^{c'}_{1996}$	$O^{c'}_{1997}$	$O^{c'}_{1998}$	$O^{c'}_{1999}$

Whereas O^{a} or $O^{a'}$ is the proportion of typing/writing error,

O^{b} or $O^{b'}$ is the proportion of inaccurate income,

O^{c} or $O^{c'}$ is the proportion of inaccurate calculation.

Issue of threats to validity: The use of control group should eliminate some threats such as the influences of local events or policies other than the program policy. The similarity of characteristics between control group and program group should also reduce selection bias to some extent. But the difference in computer knowledge between these two groups may be an important personal characteristic that relates to their difference in accuracy of filing tax return. People who try electronic format for the first time may make some mistakes due to insufficient knowledge. It may not reduce program effect however, because the program allows them to make corrections online as many times as they want before March 31 which is the last date for filing tax return.

Previous experience in filing tax return may reduce non-electronic users' probability of making mistakes, therefore under-estimates the program effect. The

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sampling the subjects of control group.

simplicity or complexity of each individual's income sources and deductible items may also affect the degree of difficulty of filling and computing data, that in turn will affect the frequency of mistake too. Comparison among different groups by income level or by numbers of income sources may reveal it possible impact.

Power analysis: computation error as the example

Assuming $P_1 = O^{c}_{1999} = 1\%$ and $P_2 = O^{c'}_{1999} = 5\%$

then $\phi_1 = 0.2$, $\phi_2 = .451$ and h=.251

Let $\alpha = .05$ for one-sided test, power=.80 , the least amount of n will be (? Sorry, I forget to write down the number and did not have the Table with me.) However I may choose n=1,000 for control group, since the size of program group may be larger than 1,000.

Results

Unit of analysis: individual taxpayer

The analysis: Comparing program group and control group and testing for mean differences between 1997 and 1998, and between 1998 and 1999.

Table 1 Inaccuracy rate by different types of error

Type of error	group	1996	1997	1998	1999
Filling	Program	O^{a}_{1996}	O^{a}_{1997}	O^{a}_{1998}	O^{a}_{1999}
	Control	$O^{a'}_{1996}$	$O^{a'}_{1997}$	$O^{a'}_{1998}$	$O^{a'}_{1999}$
Inaccurate income	Program	O^{b}_{1996}	O^{b}_{1997}	O^{b}_{1998}	O^{b}_{1999}
	Control	$O^{b'}_{1996}$	$O^{b'}_{1997}$	$O^{b'}_{1998}$	$O^{b'}_{1999}$
Inaccurate computation	Program	O^{c}_{1996}	O^{c}_{1997}	O^{c}_{1998}	O^{c}_{1999}
	Control	$O^{c'}_{1996}$	$O^{c'}_{1997}$	$O^{c'}_{1998}$	$O^{c'}_{1999}$

Hypotheses: 1. There is no difference between ($O^{a}_{1998} - O^{a}_{1997}$) and ($O^{a'}_{1998} - O^{a'}_{1997}$)

2. There is no difference between ($O^{a}_{1999} - O^{a}_{1998}$) and ($O^{a'}_{1999} - O^{a'}_{1998}$)

3. There is no difference between ($O^{b}_{1998} - O^{b}_{1997}$) and ($O^{b'}_{1998} - O^{b'}_{1997}$)

4. There is difference between ($O^{b}_{1999} - O^{b}_{1998}$) and ($O^{b'}_{1999} - O^{b'}_{1998}$)

5. There is difference between ($O^{c}_{1998} - O^{c}_{1997}$) and ($O^{c'}_{1998} - O^{c'}_{1997}$)

6. There is difference between ($O^{c}_{1999} - O^{c}_{1998}$) and ($O^{c'}_{1999} - O^{c'}_{1998}$)

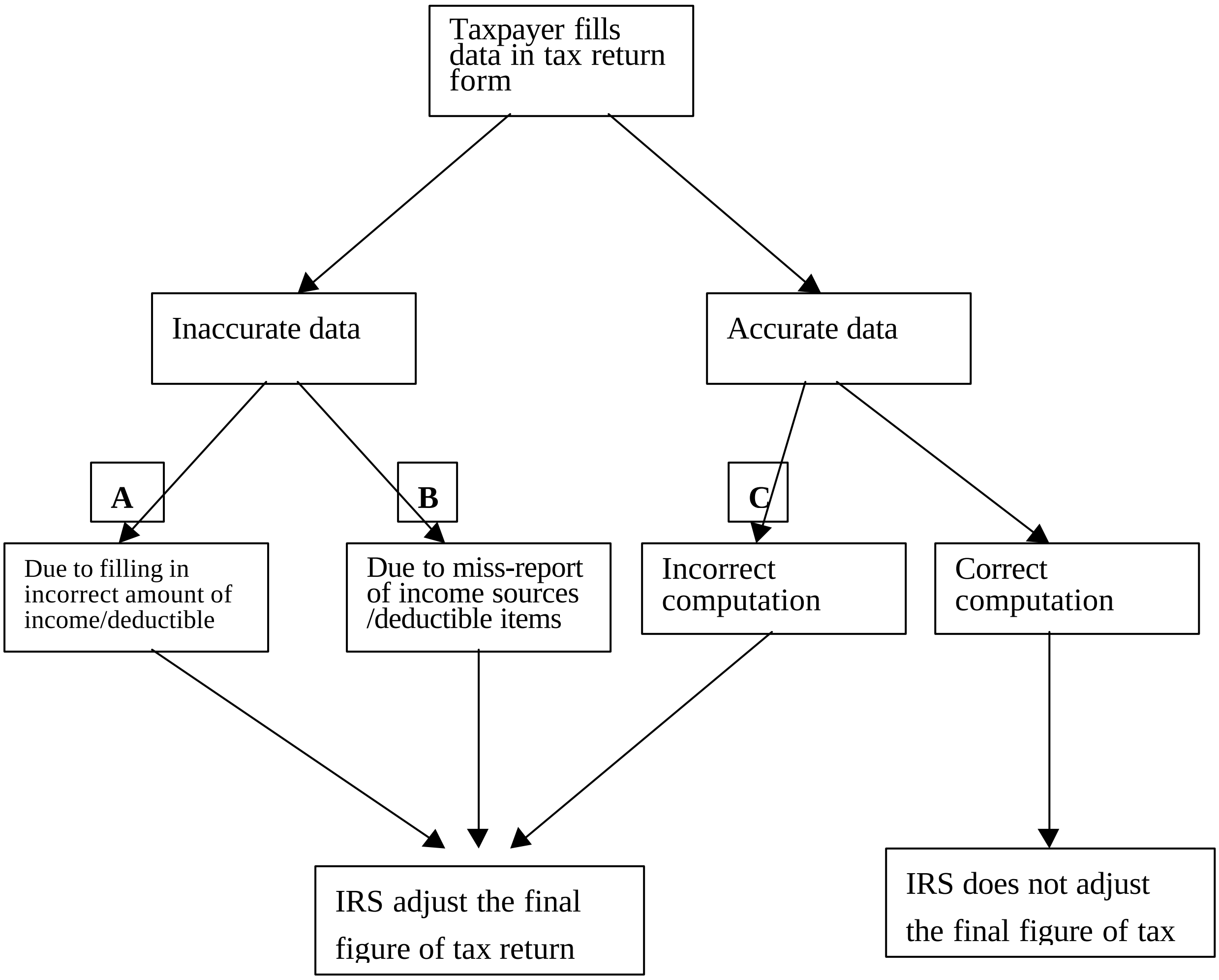
If the test of mean differences confirm the hypotheses, then it does not rule out the possibility of program effect. Then the IRS should polish their program further in order to make it easier for taxpayers to use it.

Discussion:

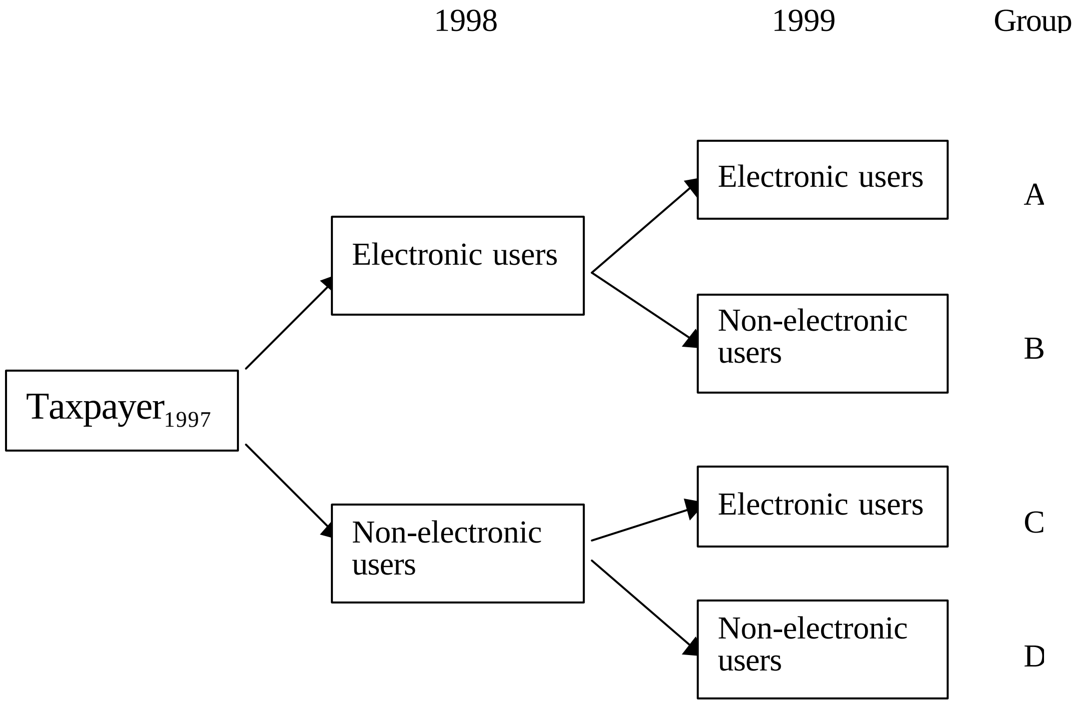
1.The implication of the result of this study is confined to certain sectors of the population, since both program group and control group are from higher educated taxpayers and having access to computer.

2.A positive outcome of study result provides a solid evidence for the IRS to convince taxpayers to use electronic format. However the IRS needs to explore why the numbers of electronic users did not increase more rapidly. One possible path is to study the group B and C in the Appendix chart to learn the reasons why they participated or withdrew from the program.

Appendix 1 Three types of mistakes in filing tax return from



Appendix 2: The process of selection of control group



The program group will be all the taxpayers in Group A. The control group will be sampled from Group D.