Community needs, perceptions and demand: community assessment tool

A module from the suite of health service capacity assessments in the context of the COVID-19 pandemic

INTERIM GUIDANCE 25 February 2022





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WHO continues to monitor the situation closely for any changes that may affect this interim guidance. Should any factors change, WHO will issue a further update. Otherwise, this interim guidance document will expire two years after the date of publication.

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Introduction

Context

On 30 January 2020, the Director-General of the World Health Organization (WHO) declared the COVID-19 outbreak to be a global public health emergency of international concern under the International Health Regulations. Following the spread of COVID-19 cases in many countries across continents, COVID-19 was characterized as a pandemic on 11 March 2020 by the Director-General, upon the advice of the International Health Regulations Emergency Committee.

The COVID-19 pandemic has continued to shine a light on the fragility of health services and public health systems globally. It has revealed that even robust health systems can be rapidly overwhelmed and compromised by an outbreak. Many routine and elective services have been postponed or suspended, and existing delivery approaches must be adapted as the risk—benefit analysis for any given activity or service has changed in the current pandemic context. At the same time, primary care facilities are being called upon to manage asymptomatic and mild COVID-19 cases, to engage the community and raise awareness, to assist with various aspects of testing and contact tracing, and to refer worsening cases to secondary and tertiary care facilities. More serious cases continue to be managed at hospital level.

Against this rapidly evolving situation, many countries are facing challenges in the availability of accurate and up-to-date data on the capacity to respond to COVID-19 while maintaining the provision of essential health services. Few countries have reliable and timely data on existing and surge health workforce and service capacities. Even fewer can track and monitor the extent of disruptions to essential health services as a basis for informing mitigation strategies, guiding responses to evolving community needs, and overcoming barriers to accessing care.

In response to this situation, WHO has developed the *Community needs, perceptions and demand: community assessment tool.* This tool has been designed to help identify health system bottlenecks in order to monitor and track community needs, behaviours and barriers to care during the COVID-19 pandemic. It forms part of a wider <u>suite of health service capacity assessments in the context of the COVID-19 pandemic (1). These different monitoring tools focus on different aspects of the dual track of maintaining essential health services while continuing to manage COVID-19 cases. The suite and the different modules are described in Annex 1.</u>

Objectives of this tool

The Community needs, perceptions and demand: community assessment tool can be used by countries to conduct a rapid pulse survey of community health needs and perceptions around effective use of essential health services during the COVID-19 outbreak. The assessment helps to establish an early warning system on the need to implement coping strategies to continue to respond to communities' health needs throughout the course of the pandemic. This assessment tool is informed by WHO and partner tools and guidance on community health needs, continuity of essential health services and readiness planning for COVID-19 (2–7).¹

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¹ Unpublished sources include: COVID-19 et mise en œuvre des subventions: sondage effectué auprès des SR et BP des subventions du fonds mondial en Algérie, au Maroc et en Tunisie [COVID-19 and implementing subsidies: survey carried out with SR and PB of Global Fund grants in Algeria, Morocco and Tunisia], Global Fund to Fight AIDS, Tuberculosis and Malaria; Access to COVID-19 Tools Accelerator health systems preparedness and performance: COVAX item; COVID-19 behaviour tracker: insights on vaccinations, World Health Organization; Enquête auprès les volontaires et le personnel de la Croix-Rouge [Survey of Red Cross volunteers and staff], International Federation of Red Cross and Red Crescent Societies; and Measuring behavioural and social drivers (BeSD) of vaccination, World Health Organization.

Content areas

This assessment tool covers community perceptions of the use of essential health services in the context of the COVID-19 outbreak, specifically:

- unmet need for essential health services
- perceived barriers to use of essential health services, considering supply and demand factors
- attitudes towards COVID-19 vaccination
- provision of community-based services.

Target audience

Potential users of this assessment tool include:

- national and subnational health authorities
- national and subnational COVID-19 incident management teams
- facility managers.

Key questions that this tool can help to answer

This tool can help to answer the following questions:

- How has the COVID-19 pandemic affected utilization of essential health services?
- What are the main barriers to people's use of essential health services during the COVID-19 pandemic?
- Where or what is the first point of contact during the COVID-19 pandemic?
- What are perceived attitudes towards a potential COVID-19 vaccine?
- Have community health workers been able to continue their work in the COVID-19 pandemic context?
- Have community health workers experienced stigma in pursuing their function?
- Have CHWs received training on COVID-19?
- Have CHWs received COVID-19 vaccinations?
- Have CHWs adequate PPE at their disposition?

When to use this tool

This tool can be used from the early stages of an emergency to recovery and continuity after recovery.

Mode of data collection

Paper-based and electronic collection of data is used. The questionnaire is administered through phone interviews. These can be completed with focus group discussions to answer specific policy questions in more detail.

Respondents

The questionnaire should be administered to key informants representing community perspectives. These include community leaders, representatives of local nongovernmental organizations or health committees, and community health workers.

Tool adaptation

The tool will require tailoring according to country context to reflect policy-makers' priorities, the burden of disease, definitions and terminology (for example, definition of "community"), list of services provided by community health workers, and other factors. Questions and response options in orange rows or columns indicate where country-specific adaption is required. Words or phrases in brackets also indicate that country-specific adaptation is required. Questions in grey rows are completed by the interviewer.

Ethical considerations

The guidance provided is not considered research; there is therefore no need to submit it to the WHO Research Ethics Review Committee. Individual countries may need the approval of local ethics committees, depending on local law and guidelines and current practice. National authorities should ensure that they fulfil their ethical obligations by submitting the document to the pertinent local ethics boards.

Respondents are asked for their informed consent before the survey commences. No personal or facility identifying details will be reported. The WHO data-sharing agreement "Policy on use and sharing of data collected in Member States by the World Health Organization (WHO) outside the context of public health emergencies" specifies arrangements with regard to usage and dissemination of the data gathered. The agreement is attached as Annex 2.

Section 1. Identification and informed consent

The questions in this section are to introduce the tool, collect respondent information, and obtain informed consent.

No	Question	Response options	
1.1	Interviewer name		
1.2	Interviewer code		
1.3	Date		
1.4	Time		
1.5	Respondent code		
1.6	Respondent phone number		
1.7	Hello. My name is [INTERVIEWER'S NAME] calling from the [ORGANIZATION]. May I speak to [RESPONDENT'S NAME]?		
1.8	Record the result of the phone call	 Reached correct participant Correct number, but participant not available No answer Wrong number Number no longer working 	
1.9i	Hello, good day! I am calling on behalf of the [MINISTRY OF HEALTH/IMPLEMENTING AGENCY]. The [MINISTRY OF HEALTH/IMPLEMENTING AGENCY] is conducting an assessment among [COMMUNITY HEALTH WORKERS AND CIVIL SOCIETY ORGANIZATIONS] to assist the government in knowing more about access to essential health services during the COVID-19 pandemic in [COUNTRY]. You were selected to participate in this study. We will be asking you questions about communities' experience in accessing services in your catchment area, not your own experience. Information collected during this study may be used by the [MINISTRY OF HEALTH/IMPLEMENTING AGENCY], organizations supporting services in your facility, and researchers for planning service improvement or for conducting further studies of health services. Your name will not be included in the data set or in any report. We are asking for your help in order to collect this information. The interview will take about [15] minutes. You may refuse to answer any question or choose to stop the interview at any time. However, we hope you will answer the questions, which will benefit communities in the		
	agreement to proceed?	t this point, do you have any questions about the study? Do I have your to proceed?	
1.9	May I begin the interview?	 Yes Yes, but respondent asked to call back at a different time – skip to question 7.4 No – STOP. Skip to question 7.4 	
1.10	Type interviewer name indicating consent obtained		

1.11	What is your gender?	Male Female Not responded
1.12	How old are you?	(numerical entry)
1.13	What is your title or occupation?	(Country-specific response options: adapt the list based on the types of key informants interviewed)
		 Community leader (e.g. village elder, chairperson of local board or institution) Community health care worker (paid) Community health care worker (volunteer) Community outreach programme manager Civil society organization staff or member Other
1.14	In what type of residential area is the community you work in or represent located?	Urban Peri-urban (country-specific option, if relevant) Rural



Now, I will ask about need for and use of health services in the community you work in or represent.

No	Question	Response options		
2.1	People have different experiences in getting health care, especially during the COVID-19 pandemic. In the community during the past three months, would you say most people, some people or few people received the following health services when they needed them?	1. Most people	2. Some people	3. Few people
2.1.1	Urgent medical care			
2.1.2	Planned elective surgery			
2.1.3	Usual medication for chronic care diseases such as diabetes or hypertension			
2.1.4	Recommended laboratory or imaging test			
2.1.5	Mental health services			
2.1.6	Contraception services			
2.1.7	Antenatal care			
2.1.8	Delivery with assistance from a skilled birth attendant			
2.1.9	Immunization services			
2.1.10	Home-based long-term care (such as rehabilitation or palliative care) (Country-specific options: include only if relevant)			



I will now ask about difficulties that people may experience when they need health services. This is again about people's experience in the community you work in or represent, and is not specific to your own experience.

No	Question	Response options		
3.1	In general, before the COVID-19 pandemic, what were the main reasons people did not receive the health services they needed?	Informational and cultural reasons 1. Not knowing about available services 2. Traditional or folk medicines preferred		
	Anything else? DO NOT READ RESPONSE OPTIONS ALOUD. SELECT ALL APPLICABLE ANSWERS.	 Physical access and cost reasons 3. Health facility too far 4. Lack of transportation to facilities 5. Lack of transportation for referral between facilities 6. Service fees too high 7. Informal payments or bribe expected 		
		 Facility reasons 8. Perceived lack of health workers at facilities 9. Perceived lack of medicines at facilities 10. Perceived lack of equipment at facilities 11. Perceived lack of culturally or religiously sensitive services 12. Disrespectful providers at facilities 13. Mistrust of providers or facilities 14. Discrimination against certain communities 15. Inconvenient opening hours 16. Long wait time 17. Administrative requirements that exclude certain people (e.g. registration in local area, citizenship) 18. Other 		
3.2	During the COVID-19 pandemic, would you say people's experience in getting health care has generally remained stable, been moderately affected, or been strongly affected? This refers to any type of health services, not only COVID-19 care.	 Remained stable – skip to question 3.4 Moderately affected Strongly affected 		
3.3	Currently, what are the main reasons related to the present context that people are not receiving the health services they need? Anything else?	 Reasons related to information, perception and government recommendations 1. Fear of getting infected with COVID-19 at facilities 2. Fear of getting infected with COVID-19 by leaving house 3. Recommendations to the public to avoid facility visits for mild illness during the pandemic 		

	DO NOT READ RESPONSE OPTIONS ALOUD. SELECT ALL APPLICABLE	 4. Recommendations to the public to delay routine care visits until further notice during the pandemic 5. Not knowing where to seek care during the pandemic
	ANSWERS.	Reasons related to physical access and cost
		 Lockdown, curfew or stay-at-home order Disruption in public transportation Household income dropped during the pandemic Lost health insurance during the pandemic Higher cost because of unavailability of regular care provider (e.g. need to go to providers who charge higher fees)
		Reasons related to health facilities
		 11. Facility closure due to COVID-19 12. Reduced or changed opening hours at facilities due to COVID-19 13. Provision of specific services suspended at facilities due to COVID-19 14. Disrupted or poor service provision at facilities due to COVID-19 (limited availability of medicines, commodities and staff) 15. Longer wait time at facilities because of current crisis context 16. Other
3.4	Currently, when people in the community feel unwell, who do they contact first to seek advice or receive care?	(Country-specific response options: adapt the list based on the country context) 1. Community health worker 2. Dispensary or health post 3. Hospital 4. Pharmacist or drug/medicine shop
	Anything else?	5. COVID testing centre6. COVID phone line7. Other trained health care provider
	DO NOT READ RESPONSE OPTIONS ALOUD.	8. Traditional healer9. Internet or virtual forum
	SELECT ALL APPLICABLE ANSWERS.	10. Other 11. None (postpone care seeking)



Section 4. Attitudes towards COVID-19 vaccine

Note for questionnaire adaptation: select on of the two options. In most countries, option 2 would be relevant.

- If COVID-19 vaccine eligibility is restricted to health care workers, elderlies, or immunocompromised people, use option 1.
- If COVID-19 vaccine eligibility is not restricted to health care workers, elderlies, or immunocompromised people – even if younger adults are still not eligible, use option 2.

Option 1 I will now ask about attitudes towards COVID-19 vaccination in the community you work in or represent.

No.	Question	Response options
4.1	Approximately how many people in the community do you think are concerned about the spread of COVID-19 in the community?	 Most people Some people – more than half Some people – less than half Few people
4.2	If a COVID-19 vaccine becomes available in the next 3 months in the community, approximately how many adults do you think would want a COVID-19 vaccine for themselves?	 Most people Some people – more than half Some people – less than half Few people
4.3i	Check responses for questions 4.2. If "1. Mos	t people" is selected, skip to next section.
4.3	What are the main reasons for adults in the community not to want a COVID-19 vaccine for themselves?	 Not concerned about getting infected with COVID-19 Uncertain if the COVID-19 vaccine will be effective
	Anything else?	Concerned about side-effects of the COVID-19 vaccine
	DO NOT READ RESPONSE OPTIONS ALOUD. SELECT ALL APPLICABLE ANSWERS.	 4. Do not want to go to facilities for fear of getting infected with COVID-19 5. General mistrust of, opposition to, and concern against any vaccine, not specific to COVID-19 vaccine
		6. Too busy to get vaccinated7. Concerned about cost8. Other

Option 2 I will now ask about attitudes towards COVID-19 vaccination in the community you work in or represent.

No.	Question	Response options
4.1	Approximately how many people in the	Most people
	community do you think are concerned	2. Some people – more than half
	about the spread of COVID-19 in the	3. Some people – less than half
	community?	4. Few people
4.0		4.34
4.2	In the community, approximately how many	1. Most people
	adults do you think have received a COVID-	2. Some people – more than half
	19 vaccine for themselves?	3. Some people – less than half
4.0		4. Few people
4.3	In the community, do you think there are	1. Yes
	adults who want a COVID-19 vaccine for	2. No
4 4:	themselves but have not received it?	and the dead of the form of the A.F.
4.4i	Check responses for question 4.3. If "2. No" is	s selected, skip to question 4.5.
4.4	What are the main reasons for some adults	Not yet eligible for the COVID-19 vaccine,
	in the community not to have received	and waiting to become eligible
	COVID-19 vaccine even though they want	2. It is too far to visit a vaccination site or
	it?	facility
		3. There are too many people at a vaccination
	Anything else?	site and wait time is too long
		4. There are not enough staff at a vaccination
	DO NOT READ RESPONSE OPTIONS	site and wait time is too long
	ALOUD.	5. It is difficult to make an appointment for the
	SELECT ALL APPLICABLE ANSWERS.	vaccination
		6. Concerned about cost
		7. Other
4.5	In the community, do you think there are	1. Yes
	adults who are now eligible to receive a	2. No – skip to next section
	COVID-19 vaccine but do not want it?	
4.6	What are the main reasons for some adults	Not concerned about getting infected with
	in the community not to want a COVID-19	COVID-19
	vaccine for themselves?	Uncertain if the COVID-19 vaccine will be effective
	Anything else?	3. Concerned about side-effects of the
		COVID-19 vaccine
	DO NOT READ RESPONSE OPTIONS	4. Do not want to go to facilities for fear of
	ALOUD.	getting infected with COVID-19
	SELECT ALL APPLICABLE ANSWERS.	5. General mistrust of, opposition to, and
		concern against any vaccine, not specific to
		COVID-19 vaccine
		6. Too busy to get vaccinated
		7. Concerned about cost
		8. Other

Section 6. Delivery of community-based services

Note 1: There is no Section 5 since the October 29, 2021, revision. But keep this section number as is to facilitate use of the standard analysis code, which had been developed and used prior to the revision.

Note 2: This section will only be administered to key informants who provide community-based services.

I will now ask about your experience as a community health worker to understand how you are able to continue performing your tasks during the COVID-19 pandemic and identify what additional support you may need.

No	Question	Response options		
6.1i	Check response for Question 1.13. If it is "2. Community health care worker (paid)", "3. Community health care worker (volunteer)", or "4. Community outreach programme manager", proceed to the next question. If not, skip to next section.			
6.1a	Have you received any information or training about COVID-19 from your supervisor?	 Yes No – skip to Question 6.2 		
6.1b	Have you received information or training on the following topic from your supervisor?	1. Yes	2. No	
6.1.1	How COVID-19 spreads			
6.1.2	How to use mask properly while working			
6.1.3	COVID-19 vaccine			
6.2	How would you rate your own risk of contracting COVID-19 in your work?	 No risk – skip to question 6.4 Slight – skip to question 6.4 Moderate High Very high 		
6.3	What do you think makes you at risk of contracting COVID-19 in your work? Anything else? DO NOT READ RESPONSE OPTIONS ALOUD. SELECT ALL APPLICABLE ANSWERS.	 Contacting many people Not having adequate equipment (such as mask) to protect myself from COVID-19 Not having been vaccinated for COVID-19 My age or underlying health conditions My long work hours Using public transportation to commute or to make home visits General public not following the guidelines to prevent transmission 		
6.4	As a community health worker, do you never, sometimes, or often feel stigmatized by people in the community fearing you might transmit COVID-19?	1. Never 2. Sometimes 3. Often		
6.5	Currently, do you feel you receive most, some, or little of the support you need to properly perform your work, including both your usual and your COVID-19-related work?	 Most support – skip to question 6.7 Some support Little support 		

6.6	What support do you need that you are not currently receiving? Anything else? DO NOT READ RESPONSE OPTIONS ALOUD. SELECT ALL APPLICABLE ANSWERS. IF RESPONDENTS MENTION NEED FOR INFORMATION ON COVID-19 SIMPLY WITHOUT FURTHER CLARIFICATION, PROBE WHAT SPECIFIC INFORMATION IS NEEDED	 (Country-specific response options: adapt the list based on the country context) 1. Monetary support 2. Personal protection equipment to protect myself from COVID-19 3. Other supplies, commodities and equipment to deliver care 4. Training or information on how to protect herself/himself from COVID-19 while working 5. Training or information on how to prevent transmission of COVID-19 in the community 6. Training or information on COVID-19 vaccine 7. Training or information on what to do with people with suspected symptoms for COVID-19 8. Training or information on other issues related with COVID-19 9. Training and information related with usual work not related with COVID-19 10. Support for transport 11. Health insurance 12. Other 			
6.7	(Country-specific question) Have you maintained provision of the following services in the previous three months, compared to the same three months last year?	1. Slightly reduced	2. Substantially reduced or suspended	3. Increased	4. No change
6.7.1	Immunization outreach services				
6.7.2	Malaria prevention campaigns, including distribution of insecticide-treated nets				
6.7.3	Neglected tropical disease outreach activities, including mass drug administration				
6.7.4	Social support for tuberculosis patients (e.g. packages of food and hygiene kits)				
6.7.5	Home visits				
6.8	Have you received any COVID-19 vaccine?	Yes No – skip to next section			
6.9	Have you received all required doses?	 Yes, only one dose is required and I received Yes, two doses are required and I received both No, two doses are required and I received only one 			

Section 7. Follow-up consent and interview result

No	Question	Response options
7.1	Thank you for responding to the interview. We may want to speak with you again in the future. Do you have a better number on which we can reach you in case we follow up with you?	 Yes No, the current number is good
7.2	What is the updated number?	
7.3	Can you repeat the number again?	
7.4	Record the result of the interview.	 Completed Postponed Partly completed and postponed Partly completed Refused Other



References

- Suite of health service capacity assessments in the context of the COVID-19 pandemic [website].
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Annex 1. Suite of health service capacity assessments in the context of the COVID-19 pandemic

On 30 January 2020, the Director-General of the World Health Organization (WHO) declared the COVID-19 outbreak to be a global public health emergency of international concern under the International Health Regulations. Following the spread of COVID-19 cases in many countries across continents, COVID-19 was characterized as a pandemic on 11 March 2020 by the Director-General, upon the advice of the International Health Regulations Emergency Committee. In response to this situation, the <u>suite of health service capacity assessments in the context of the COVID-19 pandemic</u> has been developed to support rapid and accurate assessment of the current, surge and future capacities of health facilities throughout the different phases of the COVID-19 pandemic.² The suite consists of two sets of modules (listed in Table A1.1) that can be used to inform the prioritization of actions and decision-making at health facility, subnational and national levels:

- Hospital readiness and case management capacity for COVID-19
 This set of modules can be used to assess health facility readiness and case management capacities for COVID-19.
- Continuity of essential health services in the context of the COVID-19 pandemic
 This set of modules can be used to assess health facility capacities to maintain delivery of essential health services. It can also be used to assess community needs and access to services during the COVID-19 pandemic.

Countries may select different combinations of modules according to context and need for one-time or recurrent use.

Table A1.1 Suite of health service capacity assessment modules

Module Purpose			
Hospital readiness and case management capacity for COVID-19			
Rapid hospital readiness checklist	To assess the overall readiness of hospitals and to identify a set of priority actions to prepare for, be ready for and respond to COVID-19		
COVID-19 case management capacities: diagnostics, therapeutics, vaccine readiness, and other health products	To assess present and surge capacities for the treatment of COVID-19 in health facilities with a focus on availability of diagnostics, therapeutics and other health products as well as vaccine readiness, availability of beds and space capacities		
Biomedical equipment for COVID-19 case management – inventory tool	To conduct a facility inventory of biomedical equipment reallocation, procurement and planning measures for COVID-19 case management		
Ensuring a safe environment for patients and staff in COVID-19 health-care facilities	To assess the structural capacities of hospitals to allow safe COVID-19 case management, maintain the delivery of essential services and enable surge capacity planning		
Infection prevention and control health-care facility response for COVID-19	To assess infection prevention and control capacities to respond to COVID-19 in health facilities		
Continuity of essential health services in the	context of the COVID-19 pandemic		
Continuity of essential health services: facility assessment tool	To assess the capacity of health facilities to maintain the provision of essential health services during the COVID-19 pandemic		
	To assess workforce capacity during the pandemic, including availability, absences, COVID-19 infections, support and training		
Community needs, perceptions and demand: community assessment tool	To conduct a rapid pulse survey on community needs and perceptions around access to care during the COVID-19 pandemic		

² Suite of health service capacity assessments in the context of the COVID-19 pandemic [website]. Geneva: World Health Organization; 2020 (https://www.who.int/teams/integrated-health-services/monitoring-health-services, accessed 12 January 2021).



Annex 2. Data sharing

Policy on use and sharing of data collected in Member States by the World Health Organization (WHO) outside the context of public health emergencies

Data are the basis for all sound public health actions and the benefits of data sharing are widely recognized, including scientific and public health benefits. Whenever possible, WHO wishes to promote the sharing of health data, including but not restricted to surveillance and epidemiological data.

In this connection, and without prejudice to information sharing and publication pursuant to legally binding instruments, by providing data to WHO, the Ministry of Health of your Country confirms that all data to be supplied to WHO have been collected in accordance with applicable national laws, including data protection laws aimed at protecting the confidentiality of identifiable persons;

Agrees that WHO shall be entitled, subject always to measures to ensure the ethical and secure use of the data, and subject always to an appropriate acknowledgement of your Country:

- to publish the data, stripped of any personal identifiers (such data without personal identifiers being hereinafter referred to as "the Data") and make the Data available to any interested party on request (to the extent they have not, or not yet, been published by WHO) on terms that allow non-commercial, not-for-profit use of the Data for public health purposes (provided always that publication of the Data shall remain under the control of WHO);
- to use, compile, aggregate, evaluate and analyse the Data and publish and disseminate the results thereof in conjunction with WHO's work and in accordance with the Organization's policies and practices.
- Except where data sharing and publication is required under legally binding instruments (IHR, WHO Nomenclature Regulations 1967, etc.), the Ministry of Health of your Country may in respect of certain data opt out of (any part of) the above, by notifying WHO thereof, provided that any such notification shall clearly identify the data in question and clearly indicate the scope of the opt-out (in reference to the above), and provided that specific reasons shall be given for the opt out.