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THE P.S.C. COMPONENT IN THE COUNTRY PROGRAMME  
FOR CHILE, 1978 - 1980

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In this case study the following two points of view are adopted:

- (i) any and every activity of which the purpose is to generate communication products designed to induce social changes in a given target population is regarded as P.S.C.; and
- (ii) the study relates to the whole of the C.P.P. for Chile in the period 1978-1980, and not merely to one specific project in which P.S.C. is a significant element.

A summary of the Co-operation Programme, with reference to each of its component programmes and projects, to the problems it endeavours to resolve and to its objectives, will be found in Annex 1.

P.S.C. AND COURSES OF ACTION UNDER THE PROGRAMME

Of the ten courses of action presented in the Programme, only three have specifically taken into account and implemented the P.S.C. component, i.e., breast-feeding and early childhood stimulation, audiovisual support for the educational work of nursery schools or kindergartens and the rural maternal-child health programme. There is, however, a notable difference between them; while in the first two P.S.C. is identified with the course of action and its object, in the last it only constitutes a support for purely punctual educational activities.

Studies and research, co-ordination activities and planning are based on conceptual schemes and surveys, and co-operation with them is promoted on the basis of administrative

instructions. Consequently, there is no P.S.C. component in this group of projects, and a question worth discussing would be whether it is or is not appropriate as an alternative to the methods actually used.

The courses of action that involve training at different levels, except in the case of breast-feeding and support for the educational work of nursery schools, seem to be directed more towards the transmission of information than towards a change in attitudes. Perhaps because of this approach, training is based on traditional models: lectures, teaching material, etc. It would be desirable to determine whether didactic material of the classic type falls within the sphere of P.S.C. and, what is more, to discuss whether artisanal training (a small group of trainees vis-a-vis a team of trainers basing their work on teaching material) could not be at least partly replaced by distance education systems. If this were considered admissible, changes in the function and role of P.S.C. would be accepted at the same time.

In the present case study reference will be made only to those courses of action in which P.S.C. has been explicitly planned and implemented as a significant component.

#### IMPLEMENTATION OF P.S.C. COMPONENTS

This aspect of the question will be dealt with separately in each of the projects incorporating a P.S.C. component.

(a) Breast-feeding and early childhood stimulation

As regards the training of the health team in breast-feeding promotion activities, the following stages were covered:

- (i) diagnosis of the basic situation in respect of breast-feeding in four pilot regions, through questionnaires addressed to mothers and analysis of punch cards, properly tabulated and interpreted;
- (ii) designing and production of supporting educational material:
- "Manual of Breast-feeding Promotion", for the use of members of health centre teams (5,000 copies);
  - "Group Education Units for Promotion of Breast-feeding", for establishments providing group education to pregnant women, nursing mothers and the community (3,000 copies);
  - Flip Chart with plates designed in accordance with new group education techniques, as a supplement to the foregoing material (2,000 copies);
  - "Mi Cuaderno", leaflet intended for nursing mothers receiving group education (250,000 copies);
  - Two colour slide sets on breast-feeding, using pictures from the Manual, from the Flip Chart, and from the leaflet "Mi cuaderno", and including photographs of Chilean mothers and children, with background music. One slide set was addressed to health personnel with a view to supporting a process of change in behaviour patterns with respect to breast-feeding, and the other was intended for mothers and was distributed throughout the thirteen regions of the country;
  - Posters (3,000 copies).

- (iii) distribution: this material was distributed to the different regions in accordance with the number of the audience to be served;
- (iv) training of health personnel was organized in the following sequence;
- pre-workshop stage: distribution of educational material; selection of participants; application of educational diagnosis (breast-feeding test); tabulation, analysis and interpretation of the educational diagnosis;
  - workshop stage: practical methodology : group discussion, practice exercises, field practice; formulation of a plan of work for the training of 100% of health personnel. The theoretical side of the workshop comprised: encouragement of breast-feeding, nutrition and rest requirements of pregnant women, formation and care of the nipple, early putting of the newly-born to the breast, free demand, suppression of additional liquids for the child, contraceptive methods during breast-feeding, and aspects to be considered in the education of mothers;
  - post-workshop stage: implementation of the proposed plan of work; follow-up visits and educational reinforcement by the Ministry of Health.

With regard to early childhood stimulation, it must be pointed out that this activity began prior to the sub-project concerned, with experimental research which culminated in the publication of a book by the Regional Office presenting the relevant conceptual and methodological frame of reference. This book, for which there has been a steady demand, served to

transmit the experience outside Chile. Today, early childhood stimulation activities are incorporated in the Chilean health services.

As part of this sub-project, P.S.C. took the following form:

Twenty-four manuals intended to provide members of families with the indispensable elements for promoting children's psychic development were designed and mimeographed, with illustrations. In the pilot experiment conducted in the south eastern area of Santiago, the use of the manuals was supplemented with home visits, which made it possible to put the practical value of the manuals to the test. They consist of two parts: the first contains instructions relating to norms for child-rearing and the second suggests activities for different times of day, while the child is being fed, bathed, etc. The activities are programmed with a view to improving development in the areas of general motor functions, language, and intersensorial and social co-ordination.

The manuals were then used as provisional scripts for videocassettes which present their content in scenic form, with the participation of children and parents. The video-cassettes were used in the training of health personnel and in educational work with groups of mothers resorting to these services.

Production of the supporting material software for this sub-project was not taken into account in the BAL, which allotted resources only for the purchase of equipment (hardware). The Regional Office Public Information Section, during the IYC, and the National Television Council made it possible to repair this omission.

(b) Audiovisual support for the educational work of nursery schools

In this project P.S.C. was implemented through the following sequence of activities:

- (i) evaluation and diagnosis of the audiovisual material existing in this field;
- (ii) definition of a pattern for the audiovisual module.  
On the basis of experience in the preceding programme period a model was adapted to the needs and characteristics of the users. This model comprised two parts: one addressed to adults significantly concerned with nursery schools (parents and staff) and another directed to children of pre-school age;
- (iii) selection of content areas of greatest interest to beneficiaries: in the case of adults the work of selection was preceded by an inquiry into the topics of interest to them, which were: development of ties of affection in children; evolution of children from 3 to 6 years of age; enrichment of daily activities with children; and sex education. For children the topics selected were gestures and sensations;
- (iv) production of material: interdisciplinary teams were formed to be responsible both for the preparation of the content and for the productions of the audiovisual material. In the preparation of the content, the following were the steps taken: written exposition of the topics, specifying the theoretical frame of reference used and the bibliography consulted; discussion and analysis of the provisional scripts with the production team; preparation of outline of leaflet-guides for the animator and the participants;

and preliminary testing of the material in situ. In respect of the production of material for videocassettes, the following procedures were adopted: designing of the general format of the material; preparation of scripts; checking of scripts, and preparation of guidelines for filming and production (this phase has not yet been completed);

- (v) equipment: the project provided for the supply of the hardware. The Government gave the specifications of the items required, after consulting a concessionaire firm in the appropriate line of business. In practice the equipment in question proved incomplete and inadequate. The production process was hampered on this account.
- (vi) methodology for the use of the material: in the case of adults, the process planned was as follows: constitution of a small group (not more than 20 persons); orientation by a trained monitor or supplier; audiovisual supporting material (motivating videotape and printed leaflets); discussion and reflection; identification and discussion of problem situations peculiar to the group; contribution of experience; search for causes and programming of activities implying solutions. For children of 3 to 6 years of age, the videotape presents the topics as a story in which a group of children and an actor take part.



(c) Rural Maternal-Child Health Programme

Eight audiovisual centres were set up in the same number of regions in Chile. Each of these centres received supplementary equipment consisting of: a television monitor, a videocassette reproducer, a radio frequency modulator, a transformer, two sound recorders, ten virgin videocassettes and 60 sound cassettes.

The following material was produced: "Let us prevent diarrhea" (slide set); "Human reproduction" (videotape); "The first days of life" (videotape); "Immediate care of the newly born" (videotape); "Oral health" (slide set); "Environmental risks" (slide set); "Prevention of accidents in the home" (slide set); and "Care of the mother during pregnancy" (videotape). This material is used in group meetings of mothers attending health centres.

Prior to equipping the centres the personnel responsible for them and the operators of equipment were given training.

CHARACTERISTICS OF P.S.C. IN PROJECTS

In the three projects analysed, it is to the target population of the community (mothers, children) that P.S.C. products are ultimately addressed, either directly (e.g., "Mi Cuaderno") or indirectly, in the form of support for the group education activities carried out by services personnel.

On the other hand, the participation of the community in this process, which ranges from the identification of topics to the production of material, varies in degree. While in some cases users have been consulted (adults connected

with nursery schools), or a prior survey has been made (breast-feeding), in most cases the technical team determined the topics and decided upon the production methodologies, community participation being confined to its reaction at the time of testing the material. This is perhaps because the projects aim only at improving educational work among the normal users of the service rather than at inducing a behavioural change in a broader population group.

Women's participation in these projects is represented by the extent to which they, as beneficiaries are receptive to new health habits for themselves and in the care of children. The projects are designed to serve that end, not to change the role of women in the community, as, for instance, through their incorporation in gainful employment.

The community and the target population of each project have had nothing to do with the system of decisions on its priority or that of other alternative activities, much less on its mode of execution. The decisions have been taken by the respective authorities of the services concerned, which, at the same time, have negotiated UNICEF co-operation.

The projects relating to breast-feeding and support for the educational work of nursery schools, although executed by sectoral units, formed part of a programme made up of a package of projects. Co-ordination of this kind and the resulting intersectorality become a hindrance rather than a help when there is no intrinsic complementarity between activities and between the executing agencies. The Rural Maternal-Child Health Programme, although complementary to and consistent with national health policy, is a sectoral course of action within the country programme in which UNICEF co-operates.

## INFORMATION AND ADVOCACY PLANS

The projects comprised in the Programme, including those with P.S.C. components, drew up no specific information strategy for the promotion of their objectives. Nevertheless, the mass media took up their cause, either spontaneously, or incited by the executing agencies or by the Regional Information Officer.

According to evaluative reports, breast-feeding has been one of the themes most frequently recurring in the main television channels, newspapers and periodicals. It stands out among other topics relating to children: the situation of children in Latin America and the Caribbean, handicapped children, learning difficulties, ill-treatment of children, etc. Reference was also made to the situation of women in the world, on the occasion of the Copenhagen Conference. Careful observation shows that this information ingredient has evolved independently of programmes and has been instituted not in relation to programme targets but on the basis of events.

The new Programme for Chile, 1981-1984, which includes a National Campaign for the Promotion of Breast-Feeding and Prevention of Child Malnutrition, is being processed. Its target population will be pregnant and nursing mothers. It will be organized on the basis of radio and television spots and press releases, with the widest possible coverage. It constitutes a large-scale projection of the preceding project. The role of communication and diffusion will have to be re-stated, since the objectives pursued involve the whole of society and imply, rather than additional or clearer information, changes in the attitudes and behaviour patterns current in society today.

PARTICIPATION OF COMMUNICATION/INFORMATION  
PROFESSIONALS

The three projects with P.S.C. components had at their disposal, although in varying degrees, communication and information professionals, as well as specialists in content and assistance from general programmers. Communication/information professionals were not available in the designing of the project concerned with support for the educational work of nursery schools, but reliance was placed on a commercial firm dealing in audiovisual hardware. The immediate result of this omission was the unsuitability of the equipment requested and, as far as the project was concerned, its virtual suspension until a solution could be found for the equipment problem, with the consequent higher costs and loss of time.

For the implementation of project activities, contracts were signed with technicians and/or publicity and diffusion outfits which, in association with the specialists, covered the stages of production, pre-testing, reproduction, distribution and use of inputs. The Regional Office of UNICEF, as the post of Regional Information Officer was vacant, could not call upon his advisory assistance until after this stage.

Although partial evaluations of the projects have been undertaken, the impact of the P.S.C. component within them has not been measured. It is now intended to carry out this exercise with respect to the breast-feeding promotion campaign.

### TRAINING OF PERSONNEL IN P.S.C.

In the projects with P.S.C. components no provision has been made for overall training of personnel in this branch of activity. Training has been given to the operators of audiovisual hardware at health centres and to health or nursery school co-ordinators or monitors in the use of audiovisual software within the framework of a dialogic methodology.

The need for training in P.S.C. in which programmers, communication/information specialists and executors of activities all participate alike is obvious. Accordingly, in 1980, although outside the country programme, the Regional Office of UNICEF and the University of Chile organized a seminar on "New Communication Strategies in Social Development Plans."

### SHARE OF P.S.C. IN THE BUDGET OF THE PROGRAMME FOR CHILE, 1978-1980

As can be seen from Annex 2, of ten projects only two include in their budget financing for P.S.C. activities. In these the P.S.C. item is equivalent to 100% of its cost.

If the global figure for the Programme for Chile is taken into account, the funds allocated to P.S.C. represent 16.15% of the total cost of the Programme; but if each programme is taken separately, only the one relating to Services for Children in Areas of Extreme Poverty, in two of its projects, covers 100% of the P.S.C. expenditure.

As regards the structure of expenditure, it can be deduced from Annex 3 that the amount allocated to equipment and supplies is equivalent to 32.9% of the total; but when each project is considered separately, the one on Breast-Feeding has allocated only 20.6% to this item, whereas the corresponding proportion reaches 54.2% in the projects concerned with support for the educational work of nursery schools.

Lastly, there is another difference in the structure of expenditure in the above-mentioned projects: while that relating to Support for Nursery Schools has only the production item under the head of "non-supply", the Breast-Feeding project allows for significant expenditure on research and training, in addition to production.

#### FULFILMENT OF PROGRAMME OBJECTIVES

In none of the projects comprised in the Programme for Chile has an evaluation been made with a view to assessing the impact of each of the courses of action on the solution of the problem to which an answer was supposed to be given. Moreover, this would be a very difficult thing to measure, since innumerable extra-programme factors have positive or negative effects on a specific problem.

In the case of the breast-feeding project, the goods and services programmed were really produced, but this was not so in the project supporting the educational work of nursery schools, in which, owing to the fact that the equipment requested proved unsatisfactory, the extent to which

production targets were met was only 50%. To bring this up to 100%, an additional supply of equipment would be required, a possibility for which no provision was made in the project.

### CONCLUSIONS AND SUGGESTIONS

This case study gives ground for formulating the following conclusions and suggestions:

1. To demarcate the sphere of P.S.C. in projects, outlining its scope or involving in it kindred activities such as production of teaching material, production of technical material (manuals) and information;
2. To suggest types of projects in which it is not only possible but also desirable to contemplate P.S.C. components, taking advantage of the experience gained in the region in this respect. To study the specific possibilities of distance education;
3. To establish and ensure observance of a P.S.C. programming methodology which covers all stages: research/diagnosis, formulation, implementation, follow-up and evaluation of lines of action;
4. To ensure the participation in all stages of the project of a multidisciplinary team, in which is included a communication/information professional with experience in P.S.C.;

5. To promote training courses in P.S.C. for personnel participating in projects in which UNICEF co-operates, including its own staff;
6. To take, at the country level, an inventory of centres, enterprises or professionals qualified in the field of P.S.C., for possible consultation purposes;
7. To have reliable advisory assistance available with respect to supplies of audiovisual equipment;
8. To identify, within the region, mechanisms for the interchange of methodologies and material and to establish co-ordination points;
9. To consider the possibility of preparing a regional project on P.S.C. which might have the following main components: (i) research on P.S.C. in the countries of the region; (ii) training for professionals attached both to the programmes with which UNICEF co-operates and to other programmes; and (iii) reproduction and/or production of P.S.C. material suitable for use in more than one UNICEF Area Office.



THE C.F.P. FOR CHILE, 1978-1980, BY PROJECTS, PROBLEMS AND OBJECTIVES

Programmes and Projects	Priority problems	General and specific objectives
<p>A. <u>Services for Children in Areas of Extreme Poverty</u></p>		
<p>1. Strengthening of the infrastructure for planning on behalf of children in circumstances of extreme poverty and in need of care.</p>	<p>1. Weakness in the planning unit of the Ministry of Justice responsible for planning and co-ordinating the services concerned with the care of children in irregular situations.</p>	<p>1. To strengthen the infrastructure of social planning for children in the Ministry of Justice and dependent agencies, through the design and application of systems of programming, information and evaluation, in support of child care activities.</p>
<p>2. Study of the characteristics, etiology and distribution of children in irregular situations.</p>	<p>2. Lack of an interpretative diagnosis of irregularity in children (abandonment), a necessary basis for the construction of a national plan.</p>	<p>2. To establish the theoretical frame of reference for a study of children in irregular situations and for empirical research in three areas of extreme poverty in order to establish their characteristics, the degree of family care, deviant behaviour and other intra and extra-family factors.</p>
<p>3. Extension of <u>breast-feeding and early childhood stimulation programmes.</u></p>	<p>3. Low percentage of children exclusively breast-fed at three months of age (40%) and poor performance in the school system on account of social deprivation (20% of the child population).</p>	<p>3. To supplement child health care through the execution of activities furthering an increase in breast-feeding and early childhood stimulation, mainly through research, training of multidisciplinary maternal and child health care teams and the designing and production of supporting educational material.</p>

4. Training and improvement of the staff of child care institutions.
4. Insufficient qualifications and training of the staff of the Servicio Nacional de Menores and of child care agencies and institutions pertaining to the private sector.
4. To improve the orientation, methodology and administration of child care institutions.
5. Audiovisual support for the educational work of nursery schools and kindergartens.
5. Insufficient co-operation on the part of parents and guardians of children of pre-school age attending nursery schools, and gaps in certain areas of the education of the children concerned.
5. To improve the quality of nursery school services, by the use of supporting audiovisual educational material in activities with the children, and in the training of personnel and of parents and guardians.
6. Co-ordination of public and private agencies concerned with children.
6. Lack of co-ordination of public and private agencies in the implementation and execution of the Plan Quinquenal de Prevención y Asistencia de Menores (Five-Year Plan for Risk Prevention and Care of Children).
6. To disseminate knowledge of national policies, plans and programmes for children; to interchange experiences; to go more deeply into diagnosis and to co-ordinate activities and make the requisite institutional adjustments.

7. Equipment for medico-nutritional treatment and psycho-motor stimulation.

7. Shortages of vehicles and equipment in the Corporación para la Nutrición Infantil, responsible for the rehabilitation of children suffering from serious malnutrition. 0,2% of children of 0 to 6 years of age are in this situation.

7. To collaborate with equipment and supplies in the rehabilitation of children seriously affected by malnutrition.

B. Rural Maternal and Child Health Programme

8. Extension of the coverage of maternal and child health activities.

8. Insufficient coverage of maternal-child health services, specially in rural and peri urban areas.

8. To extend the coverage of maternal-child services, through an increase in assistential activities concerned with care of mothers (pregnant women, puerperae) family planning, detection of cervico-uterine cancer, breast-feeding, professional attention in child-birth, supplementary feeding, home visits to puerperae; education for pregnant women, puerperae and users of contraceptives), and for children and adolescents (early and periodic check-up on the child's growth and development, check-up on the progress and growth of children suffering from malnutrition, supplementary feeding, inoculations and education).

9. Training of health personnel in maternal-child health care.

9. Urgent need for in-service training and/or training courses for health personnel in the following fields: primary health care, for auxiliaries in rural health centres; management of maternal-child services; human reproduction and high obstetric risk; high-risk neonatal care; health care for school-age children; preventive and promotional child health care; integral health of the adolescent; child nutrition and breast-feeding; family planning; clinical epidemiology; educational technology and evaluation; health statistics; and programme evaluation.
9. To train health team personnel in maternal-child health care, to supplement the qualifications of already-trained auxiliary personnel, and to give training in this same field to 120 primary school teachers (i.e., teachers at the basic education level) in rural areas.

10. Research and evaluation activities.

10. Lack of a diagnosis study of maternal-child health care for the purpose of constructing a model which will ensure wider coverage; and need to evaluate the activities contemplated in the project with this end in view.
10. To design, apply and evaluate the maternal and child health care model at the regional level and to work out methodologies which will permit of adequate technical and administrative monitoring of the Rural Maternal and Child Health Programme.

## Annex 2

Budget of the UNICEF Programme for Chile, 1978-1980

(Thousands of dollars)

Programmes/Projects	Total	P.S.C.	Percentage
<b>A. <u>Services for Children in Areas of</u></b>			
<b><u>Extreme Poverty</u></b>			
1. Planning	88	-	-
2. Studies	40,4	-	-
3. Training	83,8	-	-
4. Breast-Feeding and Early Childhood Stimulation	131,2	131,2	100
5. Nursery schools and Kindergartens	51,4	51,4	100
6. Co-ordination	18,0	-	-
7. Medico-Nutritional Treatment and Early Childhood Stimulation (treatment)	60,1	-	-
Sub-total	472,9	182,6	38,4
<b>B. <u>Rural Maternal and Child Health</u></b>			
<b><u>Programme</u></b>			
8. Extension of Coverage of Activities	120,4	-	-
9. Training	434,4	-	-
10. Research and Evaluation	100,0	-	-
Sub-total	654,8	-	-
Total	1.127,7	182,6	16,15

Note : The eight audiovisual centres and the material produced under the Rural Maternal and Child Health Programme were financed with funds left over from an earlier project.

## Annex 3

Allocations for P.S.C., by project and type of expenditure  
(Thousands of dollars)

Project	Total	Supply	Non-supply			
			Research	Training	Production	Total non-supply
1. Breast-feeding and early childhood stimulation	131,2	27,0	46,2	36,6	21,4	104,2
2. Support for the educational work of nursery schools and kindergartens	51,4	33,0	-	-	18,4	18,4
Total	182,6	60,0	46,2	36,6	39,8	122,6



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