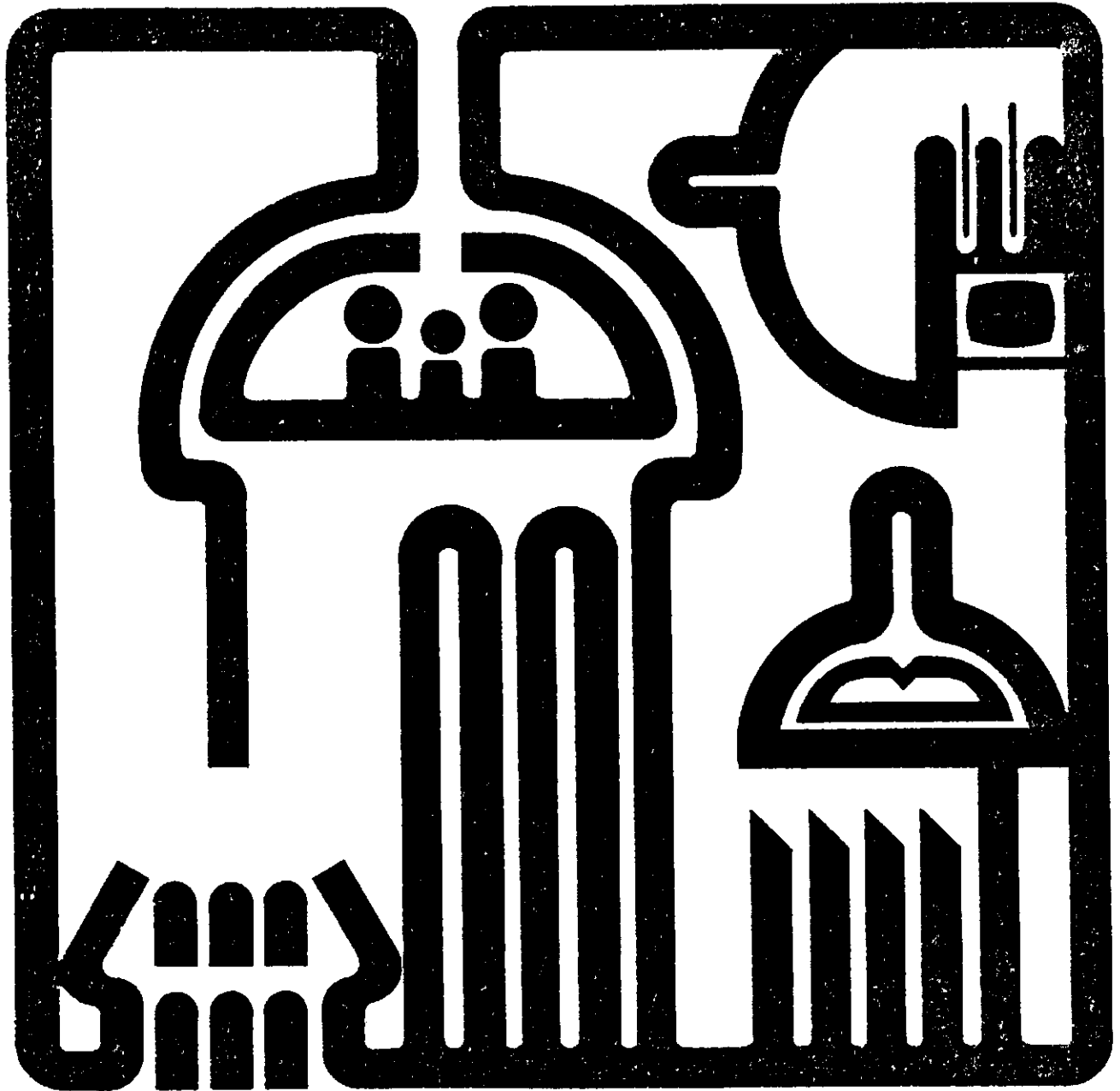


Communication for Social Development in the Americas



A REPORT OF A UNICEF WORKSHOP
1981

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A REPORT OF A UNICEF
WORKSHOP ON COMMUNICATION FOR SOCIAL DEVELOPMENT

OCHO RIOS, JAMAICA
APRIL 22-29, 1981

PART I
WORKSHOP REPORT

I. PREFACE

This report contains the documents generated by The Americas Region Workshop on Communication for Social Development, held in Ocho Rios, Jamaica, from 22-29 April 1981. It also summarizes the key issues discussed and the main activities that took place during the Workshop. It consists of two parts: Workshop Report and Workshop Papers and Documents.

Staff from all UNICEF Offices in the Americas Region and from Headquarters, resource persons and observers participated in the Workshop.

This new development decade has brought with it the challenge of searching for ways to incorporate communication into social development work. This challenge inspired the organization of this first Workshop on Communication for Social Development for UNICEF staff in Latin America and the Caribbean. Its chief motivation was to help UNICEF to find ways of utilizing this emerging social science in its work to overcome problems affecting children.

All participants recognized the importance of communication for social development. They also agreed that, in one way or another, Representatives, Programme Officers and Information and Communication Officers, are involved with some sort of social communication activity. Presentations during the Workshop served to show, however, that there has been excessive emphasis on two of the many roles assigned to the communication process, namely, information

and persuasion. In other words, by adopting the classical paradigm of social communication UNICEF has privileged the Source, that is, it has played up its role as Sender of the message and assigned a passive end-of-the-line role to the Receiver of its message in the field. This Receiver was seen as the "arena in which the source's desired effects were to take place, in the words of one of the resource persons.

Like many other entities involved in social development work UNICEF has adopted a vertical, linear and unilateral communication approach, similar to the marketing model whose aim is to persuade consumers to buy services and products. It is also equivalent to the extension model used to disseminate new farming and health practices, in the hope that they would be adopted by the population. Such diffusion-of-innovation models were widely used during the last decade but are now being strongly criticized by students of the communication process.

During the first part of the Workshop, overcoming certain confusion and frustration, the participants progressed in their efforts to clarify concepts such as communication and development, and gained in their understanding of the traditional communication model vis-a-vis new approaches that would be more in line with the basic services strategy, appropriate technology and community participation.

From discussions in the working groups and in the plenary sessions it became clear that to achieve change it would be necessary to do more than just transfer knowledge and information to the people, in an attempt to get them to accept modern habits. The conviction gradually emerged

that communication should contribute to open new channels for grassroots self-expression and that dialogue should lead to stronger bottom-to-top presentation of needs and exigence of solutions, so that planning would be able to incorporate the active participation of the people at all levels of the process.

Every social development effort should contemplate a communication component aimed at promoting a change of attitude towards development and at facilitating the flow of information indispensable to achieve the proposed goals. As pointed out by one of the working groups "the role of communication consists in promoting the change or modification of certain dimensions of personality towards new behaviors (knowledges, skills, attitudes) that would enable community members to work effectively to solve their own problems."

It was also suggested that an efficient and effective communication system should have several interacting levels established within an information and feedback flow running from the base (the programmes) to Headquarters. Such a systematic approach to programme support communication would contribute towards helping programmes achieve their objectives and goals. Likewise, it was thought that such a system would make possible the detection of the community's problems, its expectations, its behavioral patterns and the resources that it could generate.

As the Workshop progressed another consensus seemed to emerge: if community participation is an indispensable requisite for any genuine development policy then communication would have to be called upon to fulfil the

irreplaceable role in generating awareness of problems and in facilitating ample participation of the population in the debate regarding the transformations that concern them.

The analysis of case studies presented at the Workshop showed that communication efforts in support of programmes have not been systematic. There has been duplication of efforts, the technical quality of the products has been uneven, and there have been interference and lack of adaptation of the materials. It was also noted that there is the lack of a conceptual and operational definition of the role of communication and of policy guidelines for communication actions undertaken by UNICEF in the Americas region.

The analysis also indicated that seldom do UNICEF programmes in the region consider the communication input as an integral component from their conception to implementation. The Communication Officer is rarely involved in all the stages of the programme process, nor is this staff member at the appropriate level of authority in terms of rank and status. Furthermore, very little effort has been made to offer Communication Officers access to the store of academic and technical knowledge and experiences in communication available in Latin America and the Caribbean.

Although some of the case studies revealed positive efforts in the area of communication in support of programmes, the need was recognized to give communication activities in support of UNICEF's social development programmes a more vigorous push and a fresh approach.

The Workshop produced a series of recommendations that deserve serious attention both from Headquarters and from the field. Foremost among these were:

- a) that project support communications must be considered an integral part of the programme/project design, planning and implementation process;
- b) that a systematic approach should be adopted for communication/information, beginning with general advocacy via the media and personal contacts, through programme preparation and implementation, and down to grassroots level;
- c) that attention should be given to the question of better integration of PSC and Programme at Headquarters and in the field;
- d) that efforts should be made to identify the stages in the programming process for the communication input, and to better use communication/information field staff. The complete list of recommendations can be found in Section IV of Part I.

The final evaluation shows that on the whole participants felt that the Workshop succeeded in meeting its objectives. An analysis of evaluation questionnaires indicates that participants gained a better understanding of the nature and importance of PSC. Although the outcome of the Workshop was not a set of specific guidelines for PSC in programming, many participants agreed that discussions helped lay the groundwork for increased PSC activity in the Americas.

Workshop organizers acknowledge the support and co-operation of Mr. Bertram Collins, Director, Division of Personnel and Administration; Mr. Carlos Martínez Sotomayor, Regional Director, Americas Region; Mr. Fritz Lhérisson, UNICEF Representative in the Caribbean, and his staff; and Mr. Eigil Mørch, Chief, and Ms. Victoria Marsick, Training Officer, Staff Development and Training Section.

Francisco J. Pelucio Silva
Regional Information Officer

Santiago, September 1981

II. INTRODUCTION

A. History and Concept

UNICEF is committed to the Basic Services Strategy for meeting the needs of children in both rural and urban settings. The strategy hinges on the active participation of each community in the institutionalisation and sustenance of these services. Thus, community education and motivation efforts including learning skills become essential components of all programmes or projects benefitting children. PSC aims at this component which also facilitates or effects behaviour and practice change amongst the people reached. In addition to community education strategy, PSC aims at increasing the policy makers' understanding of the problems and issues affecting children in the countries in which UNICEF operates. This activity was described as advocacy.

Thus, PSC and advocacy play an important role in programming for children and community services, facilitating the overall social development of the country. To be effective, both PSC and advocacy must be seen as integral parts of country programme or projects. This approach to social communication is new in the development fora and in UNICEF. Hence, there is a need for further clarification and institutionalisation of PSC and advocacy within the organisation. Thus, the regional PSC workshop addressed itself to these issues which had been highlighted in the proceedings and recommendations of the Americas Regional Staff Meeting in Santiago in 1980.

The workshop was completely participatory during the planning and implementation stages. Therefore, the first and foremost activity the participants did was to discuss the workshop plan and through group discussions agreed on common objectives and methodologies to meet, monitor and evaluate them.

B. Objectives

General

To increase and strengthen the understanding of the role of PSC in basic services for children and to develop guidelines for the inclusion of communications in programmes for children in the Americas.

Specific

- a) to increase understanding of communications in the total (human) development process.
- b) to clarify what PSC means in the context of communications for social development, techniques for its use, and how it should be organised within UNICEF.
- c) to clarify how PSC can be integrated into the programming, planning, advocacy and implementation process; and determine the modalities, strategies, tools, resources and means to do so.
- d) to define the PSC job in a field office, and how the staff member might be recruited, trained, developed and managed; and how to build in PSC expertise in other programme staff.

C. Methodology

- a) The workshop started with an introduction to the theory and practice of communication in development, basic services and community participation through the presentation and discussion of the following papers:
 - i) Communication and Social Development - Old and Current Paradigm.
 - ii) Assessment of Social Communication in Latin America and Some Constraints.
 - iii) Mass Media and Development Programmes.
 - iv) PSC in Basic Services
 - v) Systems Approach and Training

D. Case Studies

Each UNICEF Office in the Americas Region prepared one or two case studies. This was the beginning of participation which was a major characteristic of the entire workshop.

Each group was assigned three case studies to analyse, discuss and determine:

- i) the communication needs;
- ii) what communication activities were taken;
- iii) what were the outcomes;
- iv) what additional communication or other related steps should have been taken.

The quality of the recommendations originating from this exercise approach proved the usefulness of such an approach in learning new theories.

The last two days were again spent in groups discussing how to integrate communications in the UNICEF programme planning, programming, implementation and evaluation, including monitoring processes ; and on defining the role and function of a PSC Officer at each stage. The results of these discussions proved that a PSC Officer is an essential member of a programming team in all programmes benefitting children. The group recommendations form an excellent basis for the development of communication planning and programming guide, and for the improvement of UNICEF planning and programming guidelines by introducing communication-related elements.

The workshop administration, management and monitoring were through a Steering Committee comprising of the Workshop Co-ordinator, Mr. Revelians Tuluhungwa, Workshop Rapporteur, Mr. Francisco J. Pelucio Silva, Mrs. Vicky Marsick and a representative of each discussion group. This Committee monitored the progress and made suggestions for changes in the agenda. The Kingston Area Office provided staff for administrative, secretarial and logistical support.

On the decision of the participants a qualitative questionnaire was designed and completed at the end of the workshop to round-up the workshop proceedings, inputs and outputs, monitoring and evaluation processes. However, more emphasis was put on a daily monitoring through the Steering Committee and informal channels.

III. SUMMARY OF DISCUSSIONS AND ACTIVITIES

A. Introduction

This summary was originally drafted by a team representative of the workshop group. It is a synthesis of group and plenary discussions, addresses to plenaries and group reports. It also reflects consensus during plenary sessions. The original draft was circulated to several colleagues who participated in the workshop. Their responses have been incorporated in this section.

B. Role of PSC

It is not enough to recognise a role for Project Support Communications (PSC) in facilitating programmes. Formal procedures must be defined that integrate its use into all thought and action phases, from problem identification to programme evaluation.

In this, both Headquarters and the Field Offices must act -- Headquarters, through framing the procedures, and the Field Office, through using them both creatively and as routine.

The silence of PRO-25 in this regard is an important lacuna. A re-write of that document is urgent to make it a working programming tool, which incorporates the PSC function and its use.

The PSC Officer must be part of the programme team, providing specialist guidance, on the one hand, and, on the other, understanding those programme needs which communications must meet.

Communication objectives flow from programme objectives, and PSC techniques from an analysis of what communications can be expected to achieve, who must be addressed, with what purpose, what media and resources are available, etc. PSC works with other programme techniques, and its contribution must neither be overstated nor underestimated.

C. Policy trends

Communication ought to be seen as a social science and as a system if it is to be used as a development tool. As an integral part of the programme process, communications should not be regarded as being involved solely in the production of messages and materials. Communications make contributions to the very first stages of problem identification and programme formulation.

In establishing a PSC policy communication must not be interpreted as a tool to manipulate people. The goal of Social Communication must be human development, especially the development of critical capacity; it also must aim at facilitating the acquisition of social power and at preventing alienation.¹

Social Communication cannot rely solely on the conventional mass media, especially the commercial mass communications media, but must recognise the importance of traditional or folk media utilised by communities themselves.²

1 Refer to Díaz-Bordenave's paper on Communication and Social Development: The Old and the Current Paradigm in Part II.

2 Refer to Pelucio Silva's paper on Mass Media and Development Programmes in Part II.

Furthermore, a PSC policy must not aim mainly at increasing expenditures, but ought to take into account the maximum utilisation of the existing resources of governments, non-governmental organisations, and of the base communities themselves.

Finally, it should aim at a more efficient use of the currently available resources of UNICEF.

In response to the stated objectives, the following were the main conclusions reached by the workshop:

OBJECTIVE 1: To increase understanding of communications in the total (human) development process.

- a) Communication^{*} is a critical human activity that is necessary for human development; ideally it is a dialogue, a two-way exchange between source and receiver.
- b) In the human development process, Communication functions at its best within the cultural framework of the people concerned, and therefore ideally should operate in the community environment.
- c) the goal of all development effort is development of the human being; this requires a purposive and skilled use of communication -- because no change should be imposed on the community.
- d) this could be considered the framework for Communication within the Basic Services strategy to which UNICEF is committed.

* Resource persons, during their addresses to plenaries, often referred to Communication (in the singular) as an "emerging social science" and a human activity, and to Communications (in the plural) as synonymous with the transmission of messages through a medium, with the infrastructure necessary for telecommunications, and with information.

OBJECTIVE 2: To clarify what PSC means in the context of communications for social development, techniques for its use, and how it should be organized within UNICEF.

- a) PSC is a way of using communications systematically to facilitate information, motivation and behavioural change for development, within and among target groups at all levels, in all phases of the programme cycle.

(conclusions under objective 3 will further clarify the conclusions under Objective 2)

OBJECTIVE 3: To clarify how PSC can be integrated into the programming, planning, advocacy and implementation, and determine modalities, strategies, tools, resources and means to do so.

Attainment of this objective would require:

- a) at the community level: a study, with community participation of its needs and aspirations, and particularly of the mechanisms, channels, codes, media and communication agents within the community and between the community and the exterior.
- b) in the project area: the identification of sectors (planning, UNICEF) and leaders (health promoters, education promoters, traditional midwives), in order to facilitate their interaction through extension agents, with a view to determining communication needs, what communication activities were undertaken, what was the outcome of such actions, and what

additional actions should be taken. (for further details see Group II Report - Part II Workshop Papers and Documents).

- c) the definition for each stage of the programming cycle of the programme actions to be incorporated, the levels of communication tools and techniques, and the participants involved;
- d) the involvement of the PSC Officer in all stages of the programming process, at the appropriate level of authority in rank and status.

OBJECTIVE 4: To define the PSC job in a field office, and how the staff member might be recruited, trained, developed and managed. How to build-in PSC expertise in other programme staff.

- a) the job of the PSC Officer should be that of programming the communication activities; for this it is convenient that the field office have its own basic equipment for production and reproduction of materials; both the hardware and software should be adequate to the social and cultural characteristics of the countries in the area.
- b) communicators recruited by UNICEF should be professionals capable of programming communication activities and co-ordinating the process that includes production, distribution and evaluation; these professionals should have a sense of personal commitment to social development.

- c) the communicator in UNICEF should be capable of working as a team member with the programmers, and should also be capable of providing technical advice on matters of his specialty.
- d) staff development in the area of Communication should be a permanent activity, through training and refresher courses, taken by staff members for their theoretical and technical improvement.
- e) the PSC Officer should have access to an inventory, based on detailed surveys, of institutions, materials and experiences in the area of communications for development, which could be used as a reference basis for his/her work.

D. Evaluation

Fourteen of the participants responded to the evaluations questionnaire. Most gave the workshop a reasonably high overall rating. The workshop seemed most successful in increasing an understanding of communications, and the meaning of PSC. Although some participants felt there was still ambiguity in understanding its practical application.

On the whole, however, personal objectives were met. Participants did feel they gained in understanding of the nature and importance of PSC, and UNICEF's position with regard to it. This is reflected in the areas of new information gained, particularly the role of PSC in the programming process and its importance in projects themselves.

The workshop was least successful in learning specific PSC techniques, a topic felt by some to have been treated in an abstract manner.

Most respondents were satisfied with the workshop process of participation feeling that group work and open discussion were more satisfying than lecture or plenary sessions. Participation was encouraged, they felt, by a friendly atmosphere and democratic leadership, although one serious factor hampering it was lack of simultaneous translation.

Debate was lively, and group work allowed for some level of meeting differences due to language, level and type of work, and perspectives of either planners or implementers. While the product was not specific guidelines for PSC in programming, the joint thinking did lay the groundwork for increased PSC activity in the Americas. For further details, please see the summary of evaluation responses in Appendix III.

E. Audio-visual presentations and exhibits

During the workshop, several presentations of audio-visual material were held, and in the plenary session room there was a permanent display of programme support communication material.

FILM - "Five Minutes to Midnight", produced by Worldwide Films and presented at the workshop by Vicky Marsick from Headquarters' Staff Development and Training Section.

A documentary film which denounces human suffering derived from poverty, and the obstacles it imposes on development. It suggests that the overcoming of this situation does not depend on human charity alone. It states that structural changes are necessary in social, economic and political relations among countries.

VIDEO CASSETTE

- Two video cassettes produced by Televisa-Mexico were shown, which suggest the utilisation of the soap-opera format in order to include educational/behavioural-change contents and to support development programmes. The video cassettes were presented at the workshop by Mr. Luis Antonio de Noriega, guest participant, and General Manager of Corporate Communications.

One of the videos describes the success reached with the use of soap-operas, for the purpose mentioned before. It was stated that the Institute of Communication Studies of Mexico had evaluated the impact of soap-operas containing elements of family planning, planned parenthood and adult education. The second video contained a synthesis of the aforesaid soap-operas or "tele-novels".

SOUND SLIDE

- A sound slide set entitled "Learning to See", produced by the government of Colombia, was shown. It was presented by Marta Josefina Alonso, from the Bogota Area Office.

It deals with stimulation of primary school children through painting.

SLIDES

- A slide presentation of three alternatives for a publicity campaign for the International Year of Disabled Persons (IYDP) was prepared by an Advertisement Creative Workshop, which gathered professionals from different Latin American countries which assembled in Brazil under the auspices of the advertising agency SSCB - Lintas Worldwide. The material was presented at the workshop by Mr. Gerson da Cunha from the Brasilia Area Office. The alternatives for a publicity campaign in favour of the International Year of Disabled Persons were elaborated by advertisers from Argentina, Brazil, Chile, Peru and Uruguay. It was indicated that those interested in applying these campaigns in their own countries should get in touch with Mr. da Cunha in order to obtain the necessary contacts.

DISPLAYS

- The Area Offices of Kingston, Brasilia, Lima and Santiago's Regional Office set up displays of printed communication material (posters, books, booklets, etc.) as well as audio-visuals (slide-sets, video cassettes, etc.) considered to be PSC products and/or advocacy efforts.

The displays were set up by:

Brazil:	Gerson da Cunha
Kingston:	Marjorie Newman-Black
Lima:	Salvador Herencia
Santiago:	Francisco Pelucio Silva and Jorge Fernández C.

The following subjects were covered:

- Breastfeeding
- Early Stimulation
- Young child nutrition

IV. RECOMMENDATIONS

This section lists a series of recommendations as presented in Summary of Group Reports (Part Two-Workshop Papers and Documents). These recommendations appear separately here for easier consultation. Some of the recommendations are common to more than one working group. The recommendation found in Item N°6 is complemented by a series of seven steps, found in Group I Report (Part II), describing what the PSC or Communications Officer would do at the various stages of the programme process, and showing the relationship with the Programme Officer (s) involved. An Annex synthesises a Support Communication System for the Execution of Programmes recommended by one of the working groups.

1. PSC must be considered an integral part of the programme/ project design, planning and implementation process.
2. Key areas in which PSC has a significant role to play to improve programme performance and effectiveness are:
 - Community participation/training
 - Promoting inter-institutional co-ordination and intra-institutional contact
 - Facilitating and expediting decision-making
 - Advocacy and programme promotion
 - Skill development in change agents
 - Attitude and behavioural change
3. Different alternatives in the use of PSC should be considered so as to keep costs reasonable and acceptable, e.g., use of national resources, PSC staff from NYHQ/Regional/other Offices, hiring of consultants, etc.

4. It was suggested that the denomination be changed from PSC to Programme Communication.
5. One group recommended that the present PSC service now located in the PI Division be transferred to the programme group. *
6. The role of the PSC Officer should be distinguished from that of the Programme Officer (See Group I Report).
7. The Communications Officer, as member of the programming team, should be involved in all stages of the programme process and should be at the appropriate level of authority in rank and status.
8. The Communications Officer should assist the UNICEF Office in identifying special technical resources from within the country or outside in order to accomplish the programme/communications interventions.
9. A communication system was recommended for the execution of programmes at the local level, the district or project level, the country level, the area office level, and the Americas and Caribbean Regional level. This system identifies the target population, the media, the resources, the organisation, and the responsible agency or government organisation. (see Annex)

* At an Executive Staff Meeting held at Headquarters on May 1, 1981, Mr. Jack Ling, Director, Information Division, reported on the workshop and referred to several of the recommendations by the working groups. As to this recommendation he said that it "raises the question of better integration of PSC with Programme at Headquarters and in the field." He added that he and Mr. Revelians Tuluhungwa, Chief, PSC Service, would discuss workshop results and necessary follow up with Programme Division Directors.

- a) At the local level, identify communication networks at the programme preparation stage, carry out participatory research before programme formulation, prepare guidelines for participatory research, use traditional communication media to facilitate execution of programmes, use trained community agents for the management of communication activities, involve the community agents in the evaluation of the communication activities.
 - b) At the district or project level, establish a communication unit for the production of materials.
 - c) At the national level, diffuse successful experiences, identify and utilise a communication distribution and evaluation network.
10. At the UNICEF Area Office level, the role of the Communication Officer should be that of a programmer of communication activities, there should be regular training activities for UNICEF staff, an inventory and study of communication capacities and materials used in programmes should be made.
11. At the Americas Regional level, establish PSC programming guidelines, continue with communications training for UNICEF staff, create an Editorial council (in accordance with the suggestion made at the 1980 Regional Staff Meeting) to ensure the planned and functional production of advocacy publications in the Region.

ANNEX

SUPPORT COMMUNICATION SYSTEM FOR THE EXECUTION OF PROGRAMMES

LEVEL	TARGET POPULATION	MEDIA	RESOURCES	ORGANISATIONS	RESPONSIBLE AGENCY OR GOVERNMENT ORGANISATION
Local (grassroots)	-Beneficiaries -Community agents -Sectoral workers	-Own community channels -Intermediate communication technology	-Local promoters -Community leaders	-Community organisations -Sectoral workers	-Community, with Gov't agency support and/or UNICEF's support
District (Project Area)	-Regional ministerial authorities -Ministerial technicians -Sectoral field agents -Community leaders -Beneficiaries	-Conventional media	-Production centres -Gov't and private -Communication materials	-PSC unit	-Gov't with UNICEF support
Country	-Political decision levels -UN and bilateral co-operation agencies -Scientific World (Academic community) -Public opinion -National communication networks	-Communication media in general -Dissemination events (seminars at national level, etc.) -Negotiations	-Specific advisory services -Minimum production equipment -UNDP Information Office	-National distribution network -Advisory services from Area Office	-Government - UNICEF

(Cont. Annex)

LEVEL	TARGET POPULATION	MEDIA	RESOURCES	ORGANISATIONS	RESPONSIBLE AGENCY OR GOV'T ORGANISATION
Area Office	<ul style="list-style-type: none"> -UNICEF staff -Scientific world (academic community) -Governments (members of regional pacts, such as CARICOM, Andean Pact, etc.) -International communication networks -population in the area 	<ul style="list-style-type: none"> -International seminars, conferences -Communication media 	<ul style="list-style-type: none"> -Information and/or PSC Officer -Basic production and reproduction equipment. 	<ul style="list-style-type: none"> -Communication unit for the Area 	-UNICEF
Americas and Caribbean Region	<ul style="list-style-type: none"> -International News Agencies -International Co-operation agencies -UNICEF staff -L.A. and Carib. public opinion 	<ul style="list-style-type: none"> -Publications -Inter-agency meetings -Communication media 	<ul style="list-style-type: none"> -Regional Information and/or PSC Officer -News agencies 	<ul style="list-style-type: none"> -Regional editorial council -Communication Unit for the Region 	-UNICEF



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Notes

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Part I: introduction (history and concept of the workshop, objectives, methodology, case studies), Summary of discussions and activities; Recommendations;

Part II: Workshop papers and documents: summary of group reports, conclusions and recommendations; opening and closing addresses; summary of major papers

Appendices: list of participants, revised agenda, evaluation questionnaire, list of documents

For scanning purposes, the report has been divided into 4 separate pdf's:

pp 1-25, Part I, Workshop Report, TRIM record CF-RAI-USAA-PD-GEN-2007-000272

pp 27-72, Summary of Group Reports, Conclusions, Recommendations; TRIM record

CF-RAI-USAA-PD-GEN-2007-000273

pp 73-106, Opening and Closing Addresses, TRIM record CF-RAI-USAA-PD-GEN-2007-000274; and

pp 107-140, Workshop Papers and Documents, TRIM record CF-RAI-USAA-PD-GEN-2007-000275

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