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Notes

59 pages. The report is introduced by a background section, followed by summary reports from the participating countries: Bangladesh, Burma (now Myanmar), Indonesia, Korea, Laos, Nepal, Pakistan, Philippines, and Thailand; Topics of discussion: community oriented media; community participation; implications of using the private sector; training requirements in PSC; Draft programmers' guide for PSC, and a list of participants.

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REPORT OF

REGIONAL PROJECT SUPPORT COMMUNICATION MEETING

BANGKOK, THAILAND

18-26 FEBRUARY 1980

EAST ASIA & PAKISTAN REGIONAL OFFICE

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BACKGROUND

A meeting of Support Communication and Programme Officers from the East Asia and Pakistan region was held 18-26 February 1980 at the Regional Office in Bangkok in response to a need expressed by the Regional Services Meeting, September 1979.

The chief objectives of the meeting were:

1. To exchange country experiences
2. To discuss appropriate, low cost, "community-oriented" media.
3. To discuss the use of commercial resources
4. To discuss training needs in support communication of both officers within UNICEF as well as their Government counterparts
5. To discuss the co-ordination of support communication within the UNICEF country programming process.

The purpose of producing this report is to initiate a dialogue about the role of project support communication within UNICEF. For that reason the meeting produced a PSC Programmers' Guide, generated directly from the discussions of country experiences, which appears in the last section of this report. A first draft has been scrutinized by the country offices represented and this version represents a composite of the country office views. Forthcoming will be a simplified, "how to" guideline as requested by several offices to supplement this Guide.

In addition to the Guidelines are conclusions to the discussions about:

- community-oriented media
- use of commercial resources
- training requirements for PSC

We would invite readers to comment on all of the above as well as the Programmers' Guide, so that a short, comprehensive document can be evolved which will meet the needs of programmers doing support communications.

Guy B. Scandlen
Regional PSC Officer

3 June 1980

/av

SUMMARY REPORTS FROM PARTICIPATING COUNTRIES

*Complete reports are available upon request from the Regional Office

BANGLADESH

Although the PSC component in Bangladesh emerged with initial orientation towards "poster" communications, it has slowly been incorporated into overall programming. Workshops on the principles of PSC were organized in 1977 and 1978 and various PSC oriented activities followed. These activities involved pretesting, production of films, posters, wall charts, etc. Low literacy rates made some of the media use ineffective. There has been a realization that a co-ordination of different ministries' "messages" is essential, so that they do not appear contradictory or unnecessary repetitions.

Since people are a vital resource of Bangladesh, PSC activities have been geared towards training and for promoting community participation. PSC has now been accepted as an essential component in project formulation and three major approaches have been proposed for the coming years: overall advocacy and awareness; creating and enhancing awareness in specified programme areas such as nutrition; and PSC components to be built into every project.

BURMA

The Burma country programme incorporated inter-sectoral PSC workshops as supportive activities of the overall plan of operation. Workshops were organized at the central, divisional and township levels. Later, the village level was included due to a significant lack of communication between intermediate project implementors at township/village levels and the volunteers/villagers. It was felt that incorporating villagers' opinions into project planning was an essential, though overlooked, step.

As a result, a pilot project on Nutrition and Environmental Sanitation projects was initiated to develop a practical method for organizing a local supportive social communication system for the "People's Health Plan" (PHP) and to devise a way to transfer that system to other PHP designated areas. The main role of the PSC officer in connection with the pilot project has been to inject the supportive communication plan resulting from the pilot project into the respective programme. The project is implemented by a group of professionals from the Government in collaboration with UNICEF. After target groups and desired behavioural changes were identified, two test villages were chosen in order for the project group to gather data on some of the target groups. Village Health Committees were established and demonstrations on sanitation and basic health measures were organized. "Active" villagers were also identified. A model for village organization and participation is to be drawn from the results in these two test villages. Therefore, the project is being monitored and assessed by the project (PSC) team.

INDONESIA

The Indonesia country programme, divided into six components (health and water supply, nutrition, education, community development, area and kampung services, and country programme support), is implemented through the programmes of eight Government departments: Health, Agriculture, Industry, Religion, Education and Culture, Home Affairs, Social Affairs, and Public Works.

PSC activities are integrated into all of the components and are varied both in scope and type. The nutrition component has developed five slide/sound sets, three films, several posters, leaflets, press advertisements, radio spots, field manuals, flipcharts, and flannel boards. The Health and Water Supply component and the Information Section have produced slide/sound sets, etc. Berita UNICEF, a periodical for advocacy, is also produced by the Information Section under the overall direction of the Representative.

Two examples of PSC activities are as follows:

1. Education materials are used as an integrating tool in a multi-sectoral Family Nutrition Improvement Programme. A "package" of materials developed jointly by a team representing Departments of Health, Agriculture, Religion, and Family Planning have been used to bring diverse ideas and people together and to simplify the concept of nutrition so that mothers and Government officials could have a common understanding and effectively implement the programme. The materials shown at the meeting included manuals, flipcharts and a growth chart.

2. A multi-media breastfeeding campaign was carried out with posters, press advertisements, radio spots, and a TV/cinema film. Materials were developed by the private sector with good quality. However, more Government participation, especially from the Department of Information, would have strengthened the feeling of ownership and enhanced the success of the campaign.

From the experience of the two examples just presented it becomes clear that the most formidable problems in successful PSC development and usage are not only technical but are managerial. A difficult problem for the PSC officer is to ensure that activities are an integral part of each programme. Otherwise, integration, co-operation and securing sufficient funding are difficult and can be limiting factors and these problems become readily apparent.

Evaluating the effectiveness of PSC activities is always a difficult problem. Many programmes develop and utilize PSC materials without a firm basis. For example, one may select a flipchart for use in village training when a flannelgraph would be more flexible or effective and/or cheaper. The selection of messages is usually done well by programme developers. However, the choice of media or material is often arbitrary and based upon habit. A significant role for PSC professionals is in the selection and evaluation of media for efficient information transfer. In order to accomplish this, the PSC and programme staff must work closely in the planning, programming, developing, testing and evaluating of PSC outputs. PSC is too important to be left only in the hands of PSC professionals. The same can be said for programme officers dealing with a specific field.

KOREA

In Korea, PSC has been an effective and instrumental multi-sectoral approach to promote advocacy and assist all the UNICEF-assisted agencies in their planning, development and implementation of their communication components. The main aim has been to create and enhance the awareness and interest of professionals of the needs in education, health, nutrition and social services within their communities. This interdisciplinary approach is also aimed at creating a forum for exchange of experiences, ideas and expertise as well as co-ordinating and integrating existing programmes and projects. As the PSC concept is not understood there has been a need for advocacy for PSC as an essential ingredient of programming. Some major PSC activities undertaken during 1978 and 1979 included a Communication Workshop on Health and Nutrition Education and a PSC staff training course on Communications in Early Childhood Programmes.

However, a specific PSC strategy has not been developed per se because the PSC programme in Korea has decided to pursue a more flexible and innovative policy through which tailored PSC training activities and programmes to all the UNICEF-assisted projects can be strengthened. PSC in Korea is still an important consideration in the early 1980s, especially in the promotion and development of training programme for staff and field personnel in all the UNICEF-assisted agencies and in other related governmental and non-governmental organizations in the important area of long-term communication planning and a more effective co-ordination mechanism among all the respective agencies.

LAOS

The PSC component in the Laos Country Programme has yet to be fully developed. Lao programming has only recently shifted from an emergency emphasis to developmental assistance. It faces many constraints due to national resource deficiences in personnel, finances, infrastructure, materials, basic data and information. The initial emphasis of the Government in UNICEF-assisted projects has been on quantitative rather than qualitative service aspects. The projects are therefore faced with problems resulting from the previous lack of consideration of PSC elements.

Considering the lack of data, there is a dire need for research on the needs of the people and on effective methods of service delivery; for tailoring of programmes to fit the identified needs and for effective support communication. In Laos, communications of all kinds and at all levels are politicized, with the goal of building and consolidating socialist society. The Government is adept at using communication to disseminate its ideological messages but this skill has not yet been extended to the communication of social sector messages. The social sector is a low priority in terms of resource allocation.

PSC in the Lao programme is not separated from programming and it does not have a separate budget. Improvement in PSC inputs is seen as one element of the need for upgrading various communications aspects, i.e. data base, logistics, public information, in the Laos UNICEF programming process. The UNICEF emphasis on community participation to enhance self-help and "protection" from outside bureaucracies or

negative external forces is somewhat at variance from the Government's idea of community participation for national political mobilization. Thus, the UNICEF programme will have to re-examine some basic concepts, such as community participation, socialization of children (e.g. in day-care) the politics of communication usage, etc., in their relation to development in a socialist environment. In 1980, initial evaluation of programming and planning will concentrate on the interlinked programmes of health education, water supply, sanitation and health manpower training, including communications requirements of these programmes which will help to ensure their implementation and achievement of goals.

NEPAL

Diarrhoeal diseases and worm infestation significantly contribute to Nepal's high (30-40%) child mortality rate. Some projects within every sector of Nepal's current 18-month Plan were designed to directly or indirectly reduce these problems.

In Nepal, UNICEF is placing more emphasis on building up the PSC capability of Government agencies. Last November, a "Drinking Water and Sanitation Workshop" was held as a first step in forming an inter-sectoral working group to devise a long-term communication strategy for CWSS.* As a short-term measure, UNICEF is providing pretest and evaluation training to several Government departments so that they can design and produce a package of extension materials to be used by water technicians. Because the water technician spends nine months in a village designing a water system for/with villages, UNICEF will also support training for water technicians in community development.

At the meeting a discussion of the social dynamics of the Community Water Supply and Sanitation (CWSS) Programme was illustrated with photographs of people in a small village in Western Nepal. Statistics were given on the characteristics of target groups and possible change agents (e.g. school children, women, village maintenance workers, school teachers, panchayat leaders, health workers). Pretest versions of the following materials were also displayed and discussed: a water maintenance worker's "checklist", a flashboard series on "How to build a pit latrine", a parasite play for third grade school children, home hygiene units of a functional literacy course for village women, and a reforestation storybook.

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*Community Water Supply and Sanitation

PAKISTAN

Communication efforts in Pakistan have to take into consideration the geographic, ethnic and linguistic differences of the various regions. PSC has been integrated into all UNICEF-assisted programmes with provisions for support media, i.e. posters, radio jingles and messages as well as training of traditional midwives, EPI motivators and community health workers.

A shortcoming in the health and water supply projects is that there is little or no community involvement nor a "dialogue" between the health "educator" and the target groups. Thus, communication between the programmer/implementor and the recipient needs to be developed. Provincial workshops have been organized for community health workers to define problems and to review Government plans and projects for possible "gaps" and constraints. Since there are no PSC officers at the UNICEF Pakistan office, the use of commercial resources for surveys and also for the development of training models have been partly undertaken and seriously considered for the future.

PHILIPPINES

In the Philippines there is a broad spectrum of PSC in the programmes and projects presently being implemented: the Philippine Nutrition Programme, Project Compassion and the Expanded Programme on Immunization. All these programmes have made extensive use of sophisticated as well as folk media.

The Philippine Nutrition Programme has based its programming on studies on the identification of needs and special efforts to understand individual communities. In order to strengthen the communication link between implementors and target groups, trained village nutrition officers called "Barangay Nutrition Scholars" have been appointed to work in individual villages or barangays. "Nutri-Buses", mobile communication outfits each equipped with a video tape recorder and play-back facilities, have been successful in creating awareness. Manuals, magazines, posters and other media have also been produced and distributed.

Project Compassion is basically a PSC project as its main concern is social development by integrating planning and implementation with community participation. It has made extensive use of folk mass media as it is mainly a communication and training project. Its aim is to "teach" people how to secure resources rather than providing service directly.

The Expanded Programme on Immunization brought in the PSC component because of low performance in terms of numbers of children immunized. Causes for low performance and target group were identified and the programme was evaluated.

The objective was to convince parents to bring their children to be immunized. Field observation showed that interpersonal approaches were the most appropriate for motivating parents to submit children for immunization. Workshops and training programmes were organized for health extension workers (i.e. midwives and nurses to develop their interpersonal communication skills.)

THAILAND

The Thailand country programme has made a conscious effort on the part of planners and programmers to integrate PSC into their projects. There is an awareness that social communication is a vital component of programming for successful implementation of projects. Two such projects include the rural water supply programme and the project on promotion of breastfeeding within the national nutritional health programme.

In the rural water supply programme, a primary problem was identified: ineffective or non-existent water supply maintenance systems. This showed that although the programme was a quantitative success (i.e. the installation of handpumps), it was a qualitative failure (i.e. breakdown of handpumps due to lack of maintenance and repair). The underlying problem was the overall lack of coordination among the several governmental agencies involved in the rural water supply programme. Thus, the objective of the programme, the use of clean water by rural people, was not fully achieved.

One efficient solution was community participation in maintenance of handpumps rather than an increase in maintenance services. The first step was to procure approval, involvement and cooperation from the relevant governmental Ministries and agencies. After considerable effort, a joint UNICEF/Government working group on rural water supply was formed to implement a "social preparation" programme. The target groups, local government officials, i.e. sanitation officials,health workers, midwives, etc., were identified.

Based on the working group's communication strategy guidelines, the target groups were brought together at training workshops on community motivation. The main communication activities have been small group meetings and house-to-house visits supported by mobile units to illustrate and explain the importance of using clean water, maintenance of hand-pumps, etc. Posters and manuals have also been distributed. Twelve per cent of the total budget for the UNICEF water project was earmarked for PSC activities. The overall results of the PSC activities have yet to be evaluated.

The project on promotion of breastfeeding was planned and implemented by an informally formed "Task Force" under the auspices of the National Food and Nutrition Committee. The "Task Force", although initiated informally by members of the National Food and Nutrition sub-committee on mass communication and service for mothers, infants, and preschool children, now has institutional support from the National Committee. Comprised of professionals from government and other agencies, the "Task Force" acts as an informal adviser, to the National Food and Nutrition sub-committees, as well as identifying problems and planning projects which are then submitted to the appropriate sub-committees.

The project on the promotion of breastfeeding is a national nutrition policy plan. The project is largely if not totally dependent on the success of its project support communication activities as it involves attitudinal and behavioural changes. The object is to communicate with and convince mothers the practical benefits of breastfeeding. The target groups identified apart from mothers were: doctors, nutritionists, nurses, policy makers, hospital administrators, labour management and infant food industry executives.

Seminars were organized and the professional "target groups" set objectives, identified problems and recommended solutions and strategies. The promotion project has made extensive use of the media, i.e. radio and television programmes, newspapers, magazines, composition of folk songs, exhibitions, discussions, photography contest, as well as curriculum development.

"LOW" COST-APPROPRIATE-COMMUNITY-ORIENTED MEDIA AS ALTERNATIVES

The following points were made during this discussion:

1. That low, medium and high cost are very relative terms and should not be thought of as synonymous or interchangeable. They must be considered in relation to other factors such as:

   - behavioural objectives of each medium and the media used together.

   - initial and continuing cost, e.g. a "low-cost" traditional media troupe may represent very high continuing costs; a "high" initial and continuing cost may have a large reach; a "low" cost medium may be rejected because it does not represent a status medium. (Some cultures prefer to be reached through status media.)

   - target group's perceptions of the credibility of a medium.

   - appropriateness (advantage/disadvantage) of the medium in relation to the message and the intervention (some societies may reject a traditional medium being used to tell about a "modern" intervention: family planning, for example).

Economic, financial feasibility may be only one key consideration in the cost aspect. Economic feasibility should not be considered as synonymous to cost effectiveness. A very precise definition of cost effectiveness should be worked out in terms of a project's objectives.

2. The phrase "low cost media" is frequently associated with traditional, folk media and people's participation and involvement in media usage. It is a sensitive area and one which must be carefully considered in terms of an intervention's political, cultural and religious environment. The question of who calls the media "low" cost may be an important one.

3. With technological advancements, "low" cost has begun to accommodate more and more non-traditional, modern media. For example, the "Red Ant" at DTCP:* a Honda or Suzuki 125cc. motorcycle equipped with a Honda 300 watt generator, a sound system, a film strip projector or a Super 8mm. sound camera.

4. Perhaps a better term is "community-oriented" media. This implies that the media have been chosen according to the community's needs and may be community-based, but not exclusively so. It does not exclude the possibility (and real probability, given UNICEF assistance procedures) that media from outside the community will have to be used.

5. A brief and non-exhaustive list of media to be experimented with for information and behavioural change purposes follows.

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*The Asia and Pacific Programme for Development Training and Communication Planning of the United Nations Development Programme.

"Folk" Forms:

- Debating; dialogue through rhyme/music
- Shadow plays
- Morality plays
- Traditional bards
- All levels of drama (classical, traveling improvised popular drama, etc.)
- Cultural troupes

Gathering places:

- Local goods stores
- Yearly fairs
- Public dances
- Cockfighting arenas
- Weekly markets
- Boxing, horse racing stadia
- Bus, train terminals
- Monasteries, mosques, churches
- Community centres
- Newspaper reading centres
- Cinehalls
- Health centres

People:

- Priests, monks, Imam, religious leaders
- Indigenous healers, midwives, medicine men
- Local political leaders
- Matrimonial counselors
- Vendors
- Rickshaw drivers

Community-Oriented Media and Channels:

- Mother's classes and other local, sectoral clubs
- Community drama improvised around one given topic
- Childrens' games
- Flexiflans
- Flannelgraphs
- Lollipuppets
- Sand-drawings
- Scroll forms, narratives ("village T.V.")
- Home visits
- Satisfied acceptors
- Rural Tapestry
- Folk journalism
- Comic books
- Cassette drama
- Toys, Toy making; "mental" feeding

Others:

- Radio
- Use of video for:
    - giving information and establishing dialogue
    - waiting rooms of health centres
    - recording changes over-time in self-monitoring
    - pretesting film ideas.

COMMUNITY PARTICIPATION

It was stated that there is a definite role for support communication in the process of community participation. Definitions of participation differ by culture and experience. Several issues were discussed: is participation only payment by communities for a "service" rendered by someone else; is it a process of training communities and strengthening local institutions? If the Government is not included, is it participation?

Other questions were considered: what about the landless: what are their "rights" in communities? (The landless are not always the most poor, they may be salaried.) What access to power do these people have. Does the process of participation subvert present political systems? What role does UNICEF have in the creation of political will and self-confidence among most vulnerable groups? How does UNICEF balance its relationship to Governments and Non-Governmental organizations.

What are the implications for support communications?

1. To advocate participation as a strategy and approach.

2. Explore traditional/indigenous/current ways of community participation and build upon these.

3. Develop appropriate community-oriented training methodologies in community organization, problem identification, needs assessments, project planning, identification of resources, project implementation.

4. Emphasize community-oriented media.

5. Identify and support lateral communication and information systems within communities.

It was felt that there was no need at the moment for a meeting of project level (field) personnel to identify commonalities of experience to be developed into a manual on participation. This requires submersion of the field level to see how participation operates, to talk with people doing it, to analyze it from direct conversations.

IMPLICATIONS OF USING PRIVATE SECTOR

Note: There are many countries UNICEF serves in which consideration of a "commercial" sector is completely inappropriate. However, in other situations, there may be two general uses of commercial firms as communication resources. The first is in efforts to advocate for children in general. Here presumably the objective is to bring a number of issues to the attention of the general public - especially opinion leaders and decision makers - to be followed by personal contact with those officials most concerned with meeting the needs of children, including representatives from UNICEF. This is usually an information-stage function. The objectives of such efforts would be retention and recall of information, and messages and media should be tested for those objectives.

The second use would be communication within projects where the ultimate objective is behavioural change (or maintenance) on the part of target groups. Here one may plan to use commercial resources in concert with and in support of face-to-face communication efforts. The ultimate objective is to affect behaviour. This may be far more costly than general advocacy and as such has important budgetary implications.

The Regional PSC Meeting discussed nine considerations which have direct bearing on the use of commercial resources.

1. COST

Advertising agencies are generally very high cost. However, one advantage of an agency or an advertising unit is their experience in testing of messages and use of focus groups, etc. When contracting with an agency pretesting costs should be estimated as well. Non-advertising commercial firms which have a communications unit may be used at a lower cost. It is also possible to privately hire individuals working for advertising agencies.

If a marketing firm is being hired to do research, one advantage of an established, experienced firm is that they have an ongoing infrastructure which can easily absorb the demands of the research. A smaller, newer organization will frequently need to hire and train field staff (enumerators, supervisers, etc.), look for computer facilities (programmers, key punch operators, etc.) and other support staff. Of course, a newer firm may wish to use the research opportunity as a vehicle for establishing itself and therefore charge substantially less for its services.

Generally, advertising agencies calculate costing for four services:

(a) Executive Time (or creative talent)

An agency may price (or cost) staff input expenses by the hour (representatives at the Asian Advertising Congress stated that this was the most common practice). This executive will also draw upon the agency's accumulated experience in terms of research into colours, media attention data, cultural taboos, etc. Executive time may be saved (and costs thereby reduced) if a very precise description of target groups are prepared, a careful listing of behaviour is prepared and the general content of messages is outlined.

(b) Prototype Development

The agency will make a first (draft) copy of your medium (or several media) and test to determine whether it meets the stated behavioural objectives. They may field test it among a randomly selected sample of target groups (costing about US$ 25.00 per respondent) in which case probing qualitative information is sacrificed for quantitative, generalizable information. Testing with focus groups of 10 people yields more thorough, explorative qualitative information, in which case the cost is less.

(c) Media Production

An agency will definitely charge much more for production than Government agencies will.

If an agency acts as a middle-man, negotiating between Government and producer, they will certainly charge a fee. Less costly but more time consuming would be the Government's tendering process. UNICEF, also, may help negotiate on behalf of the Government if sensitivities allow.

(d) Media Time

Agencies charge brokerage fees for placing advertisements in the media. Whether or not this service is used depends on:

(i) If individuals can approach the media direclty.

(ii) If Government programmes can demand free or reduced cost media time/space.

(iii) Whether the project(s) can afford payment of media rates.

It should be noted that both advertising and market research firms stated at the Eleventh Asian Advertising Congress (November, 1978) that they were unsure of what "fair" prices were especially in terms of "social" research.

2. EFFICIENCY LEVEL

Time needed for output should be considered. Usually the private sector is more efficient than a comparable Government agency. The consideration here is whether the higher level of efficiency is needed for your work and if it can be replicated by a comparable Government agency.

3. REPLICABILITY

When using the private sector the standards, procedures and staffing should not be much higher than the Government could, with assistance, achieve itself. When using the private sector, efforts should be made to develop the Government capabilities.

4. ORGANIZATIONAL SETTING

Very often commercial firms are organized in such a way as to make maximum use of a very few people. The demands on these people are very high as is their remuneration. Frequently, this is not the case in Government which has serious implications for replicability.

5. NATURE OF NEEDS

When the Government sector cannot respond to urgent needs the private sector should be used. Small or extra large jobs may be more easily done by private sector.

6. QUALITY OF SERVICES

Government standards should be used as a guide in determining quality. (See Cost and Replicability)

7. GOVERNMENT ACCEPTABILITY SENSITIVITY

Relationships between Government and the private sector should be scrutinized.

8. EXPERTISE

See Cost and Replicability

9. COPYRIGHT

Care should be taken to assure that ownership of materials/service and final output are controlled by the Government.

TRAINING IN SUPPORT COMMUNICATION FOR UNICEF PERSONNEL

Programme Officers' Training Objectives:

1. To be able to understand the function of communication in society and to apply this in relation to UNICEF-assisted interventions.

2. To be able to understand the role of communication in the process of social change and to apply this to UNICEF-assisted interventions.

3. To understand and be able to plan methodologies and techniques of communication to achieve behavioural objectives of target groups within UNICEF-assisted programmes and projects.

4. To be able to identify the availability of local and international resources for support communication purposes.

5. To be able to successfully use the PSC Programmers' Guide.

Support Communication Officers' Training Objectives

1. To be able to understand, recall and apply development issues to the concepts of social planning.

2. To be able to programme for UNICEF-assisted efforts.

3. To be able to understand the function of communication in society and to apply this in relation to UNICEF-assisted interventions.

4. To be able to understand the role of communication in the process of social change and to apply this to UNICEF-assisted interventions.

5. To understand and be able to plan methodologies and techniques of communication to achieve behavioural objectives of target groups within UNICEF-assisted programmes and projects.

6. To be able to identify the availability of local and international resources for support communication purposes.

7. To be able to successfully use the PSC Programmers' Guide.

8. To know how to budget for support communications.

9. To acquire management skills in support communications.

It was noted that the EAPRO PSC Training Modules cover most of these general needs with the exception of three areas:

- Pretesting
- Management for Communication Inputs
- Budgeting for Communication Inputs

PROGRAMMERS' GUIDE

FOR

PROJECT SUPPORT COMMUNICATION

INTRODUCTION

I. This Guide

This Guide is not meant to be a "how to do it" brochure for PSC, in spite of Section II below, nor will it address the important advocacy function of support communications.

OBJECTIVE

This Guide is meant to draw attention to the communication and motivation aspects which need to be considered at each stage of the programming process.

The programming process may follow many variations. Here, however, the assumption is that the procedures outlined in PRO-25 are an appropriate framework for UNICEF-assisted projects.

At various stages of programming, certain issues are given more emphasis than others. At one point, "Statements about Courses of Action", a detailed paper about Support Communication Issues will have to be written. An outline is suggested on page

For example, the maintenance of a water supply system may imply training of volunteers. Training to do what? How does a volunteer maintain a handpump? What does she/he do?

- Grease movable parts once a week?
- Tighten the movable parts once a week?
- Report when things go wrong?

Each of these actions is a behaviour. The chief function of PSC within projects is to find ways to bring about these desired behaviours. It may involve a behavioural change: greasing a handpump, chopping leafy green vegetables into rice gruel, bringing children to be immunized. Or it may be seeing that a behaviour does not change, that it is maintained: breastfeeding, washing hands thoroughly before a meal, singing traditional math poetry to children at an early age.

The next task is to design activities which will lead people to do those things, to maintain or change a targeted behaviour. It goes without saying that target groups should always be included in the designing and testing of these activities.

Quite probably these activities will need a range of media to support them. Another function of PSC will be to work with target groups and other "experts" in the designing, testing and use of these media.

In short, the process of developing support communications follows this series of tasks:

It would be a mistake to feel that the use of support communications and motivational elements within projects will be a panacia to 'cure' all a programme's difficulties. Oftentimes, however, these communication aspects are overlooked, as are the behavioural and socio/psychological aspects. By using the processes of developing support communication, it is hoped that these aspects can be given equal weight to all other programming issues.

II. What Does Support Communication Do?

P.S.C. is a series of substeps and tasks within the programming cycle aimed at maintaining or changing behaviours of target groups.

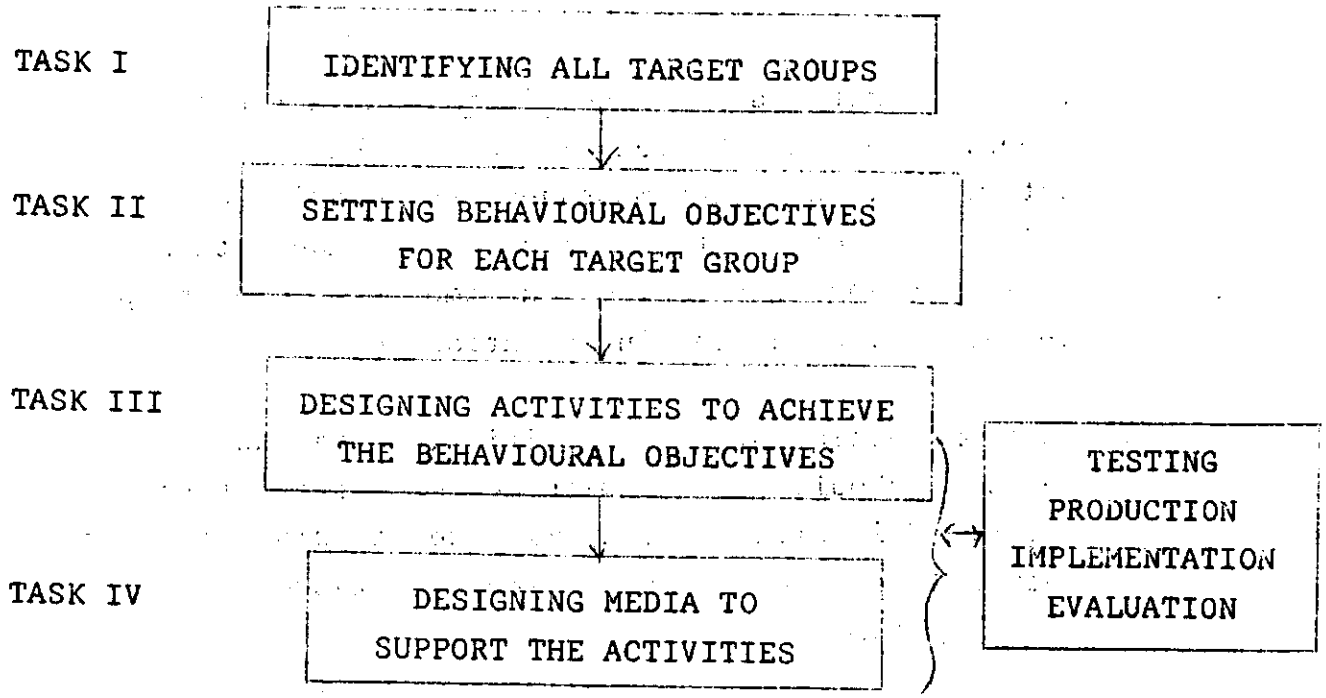
At first, reading this statement may seem coldly Skinnerain and calculatingly manipulative. More so in the light of the well-intentioned and laudable goals of most UNICEF-assisted projects.

> "To reduce the incidence of gastro-intestinal disease by ____ per cent....."

> "To maintain an improved community-based system of drinking water....."

> "To train volunteers to be effective handpump caretakers....."

The first task of project support or motivational communication is to assist in analyzing all objectives to identify exactly what members of each target group should be doing (what their behaviours should be) for a project to meet its objectives.



By following this process, it is possible to nudge PSC away from the piecemeal, "if-it's-nutrition-let's-make-a-poster" syndrome or the "slide/sound-set-for-latrines" mindset into something more systematic.

III. Eight Fundamental Issues

A programmer may wish to call upon the services of a PSC officer or other professionals to assist in this effort. But even if such services are available, a programme officer should be aware of eight important issues in programming for support communication by way of general background. These are:

1. That an intervention project planned together with a target group in response to a need stated by them will have a much better chance of being adopted than one planned by "experts" for target groups. It is essential to meet and dialogue with groups to identify their needs and to get their inputs into their projects which will help to solve the problems.

2. That research must be done first about a target group. Once the characteristics are known, activities, media and messages can be adjusted to suit languages, customs, location, communication behaviour and patterns, which members of the group are already using the intervention, etc.

3. That pretesting of all activities, media and messages should be done with members of the target group. This will clear up misunderstanding, prevent cultural "faux pas", and reflect the tastes of the target group.

4. That appropriate media/indigenous media - at any rate, media the target group feels comfortable with and is not distracted by - should be used. Members of the target group should be consulted as to what media they would prefer to have used.

5. That local influentials need to be identified, enlisted and trained as advisers, implementors, motivators before communication inputs begin. Further, special face-to-face motivation should be planned specifically for these influentials before mass media inputs begin.

6. That all necessary members of a government bureaucracy be informed about innovative programmes before they begin. Officials should be consulted at all stages of planning and thoroughly trained and (hopefully) motivated in methods for carrying out the programmes, as well.

7. That all supplies must be in place <u>before</u> your messages begin; or all resources mentioned in your messages must be easily available locally. If not, the credibility of your project and your organization is jeopardized.

8. That the functions of the mass media are limited for the majority of the population. That is mass media (generally) do three things: (1) create awareness, (2) create a climate for change; (3) give information. The media themselves <u>rarely</u> are instrumental in changing firmly held attitudes and traditional behaviours, except among a small percentage of a population.

   In changing firmly held attitudes and traditional behaviours, it is best to use face-to-face communication either through the use of:

   (a) well-motivated field workers and extension agents (health, agriculture, family planning, community development) or

   (b) "satisfied accepters": members of a target group who have adopted a new intervention; are happy with it; are convinced that it is worthwhile and who are willing to speak to their friends and neighbours about it.

   (c) small group meetings and training sessions in which community members participate activity in identifying problems and seeking solutions.

The programme officer has to be aware of the advantages and disadvantages of the use of face-to-face communication as well as of various mass and community level media. This information is available from Headquarters or the UNICEF various regional offices.

What the result will be is a series of well-tested and integrated activities and media, working in concert, whose chief function will be to change or maintain behaviours of target groups.

PRO-25

PROGRAMMING STEPS

INFORMATION COLLECTION AND ANALYSIS

(a) . description of child problems
- current levels of the problem; services available to remedy it; gap between problem and services
- project current levels of problem into the future
- review expenditures in the sector: Government; external resources, UNICEF
- mechanisms for financing service development

(b) . analyse implementation of current policies and programmes
- analyse planning environment
- analyse administrative environment
- analyse political environment, analyse social environment
- analyse the financial situation and prospects

PSC INPUTS TO INFORMATION COLLECTION AND ANALYSIS

Note: The types of information here are not listed in any order of priority, nor is it necessary to collect all this information. Determine the importance by asking: "What will I do with this information? How will I use it?" Then make your decision. One of the functions of this information will be to determine the social feasibility of the programme and projects.

A. Develop methods of explaining to communities why information and data are important and how they will be needed.

B. Design activities to prepare communities for being studied by outsiders.

C. Design methods and activities to involve the community in the process of information and data collection.

D. Assist in designing research instruments and in pretesting the instruments.

E. Develop methods to include children as resources for collecting information within their own communities.

F. Assist in identifying types of information needed including:

- about communication processes within organizations and communities (who speaks to who about what)
- channels for new ideas into communities
- media habits (including preference for folk media)

- attitudes toward and use of existing services and possible future ones
- important values and living patterns of the community affecting their behaviour
- perceptions of current problems by organizations and communities
- communication technology, resources and services
- meeting places, gathering places, extension workers, influentials in communities
- distribution systems
- training facilities, curricula
- communication, institutional structures

G. Design systems of presenting data in easily comprehensible, "human" terms

H. Disseminate, promote, communicate data and information.

PRO-25

PROBLEM STATEMENT

(a) quantifiable terms

(b) specifies geographic location

(c) projects current levels into future

(d) relationship to expressed national priorities

(e) specifies gap between supporting services (training, management, logistics, transport, supervision) and magnitude of specific problems

(f) specifies gap between existing services and the magnitude of the problem

(g) specifies gap between existing resources for service development and operation and the magnitude of the specific problem

(h) mentions studies, surveys other sources of information used to assess problems

PROBLEM STATEMENT

Note: The outline for the Problem Statement in PRO-25 does not include any descriptiom of behavioural aspects of given problems. That is: Socio/psychological considerations dealing with a problem; a community's value system and perception of the problems, indigenous mechanisms for dealing with it. Therefore, these are included under PSC Inputs.

A. Identify degree of community involvement and specify gaps in regard to the problems identified.

B. Assist in identifying target groups involved in the problem. (Not only groups most affected, but all groups with relationships/influence on the most affected groups.)

C. Help clarify perceptions of problems at all levels of society and government. "Create" awareness of problems. (Who said it is a problem? the people? the Government? UNICEF?)

D. Help identify the communication aspects of the problem.

PRO-25

STATEMENT OF OBJECTIVES

(a) outcome level expressed in terms of problem reduction strategies

(b) service level, usually stated in terms of coverage/number of beneficiaries

(c) quantifiable terms

(d) time frame

(e) target groups

(f) geographical area

(g) consistent with problem statement

STATEMENT OF OBJECTIVES

Note: It is sometimes difficult to distinguish between the many kinds of objectives involved in formulating programmes. Basically communication elements planned in a project are concerned with two kinds of objectives:

- behavioural ones:

  What people are supposed to do to show they have accepted an intervention.

- operational ones:

  What activities will bring about that behaviour.

  For example:

  "to grease and tighten the movable parts of a handpump" is a behavioural objective.

  "to train handpump caretakers" is the activity. It is an operational (or strategic) objective.

By distinguishing between these two kinds of objectives our monitoring and evaluation tasks are made easier and we know what to evaluate. For example, when all the training is completed we know we have accomplished the operational objective. We do not know if we have accomplished the behavioural objective. Only after we have observed (monitored) handpump caretakers regularly greasing and tightening the movable parts of the handpump can we say we have accomplished the behavioural objective.

A. Identify and formulate behavioural objectives (there may be <u>many</u>) for each target group.

B. Identify and formulate operational objectives (there may be <u>several</u>) for each behavioural objective.

C. Assist in designing methods for showing how to formulate behavioural and operational objectives.

D. Assist in designing activities for communities to be able to set behavioural and operational objectives.

PRO-25

STATEMENTS ABOUT COURSES OF ACTION: ACTIVITIES

(a) broadly specify the technical activities to be undertaken

(b) specify broadly the organizational or administrative structure for carrying out actions

(c) specify generally the schedule of implementation for each course of action.
(Sequence and speed)

(d) specify the estimated budget for specific courses of action

(e) specify the financing sources and mechanism for each course of action

(f) specify actions aimed at developing evaluative activities. (Project appraisals, monitoring, retrospective evaluations)

STATEMENTS ABOUT COURSES OF ACTION: ACTIVITIES

Note: It is at this stage that a separate paper, a "Communication Plan", will be prepared detailing the communication aspects of either one intervention or of all the interventions, projects, which comprise the total country programme. This will highlight the communication side of the cube.

The communication plan will detail all the activities proposed to bring about the defined behavioural objectives and should follow the following format.

I. Situational Analysis (behavioural, communication problems)

II. Programme's, Project's, Problem Reduction and Strategic Objectives

III. Definition of All Target Groups

IV. Specification of Proposed Activities and Strategies (may include, for example:

- all community level activities by extension workers
- training at all levels
- use of localized media (traditional, "appropriate")
- use of "mass" media
- use of "satisfied acceptors", model households, etc.
- materials, methods, approaches
- message design)

V. Specification of Priority Messages

VI. Plan for Pretesting Software (activities and media)

VII. Specification of Equipment and Supplies

VIII. Identification of Resources, Institutions for Production, Training, Distribution

IX. Plans for Monitoring

X. Plans for Evaluation and Revision

XI. Budgetary Implications

PRO-25

STATEMENTS ABOUT FEASIBILITY OF PROPOSED COURSES OF ACTION
(Constraints Analysis)

(a) operational feasibility
(e.g. analysis of capabilities to get things produced, delivered, working)

(b) institutional feasibility
(e.g. analysis of training, supervisory, construction, maintenance capacities)

(c) administrative feasibility
(e.g. analysis of strengths and weaknesses in respect of the division of responsibilities, co-ordination, procedures)

(d) resource feasibility
(e.g. analysis of the extent to which manpower, supplies and equipment, re-current or capital funds required for the programme will be available)

PSC INPUTS

FEASIBILITY, CONSTRAINTS ANALYSIS

Note: Feasibility considerations are informally kept in mind at each step of the programme planning process as one asks, "to what extent is my plan possible". However, at this step we want to formally review all the elements of our plan from the behavioural, social communication aspects.

These are the elements which will have to be considered at this point:

- community level feasibility
  (to what extent are the programmes/projects meeting stated needs?)
- cultural taboos
  (do our interventions clash with cultural taboos?)
- social values
  (do our interventions agree with social values?)
- cultural patterns
  (do our interventions fit into cultural patterns and what adjustments will be required of the community?)
- social interaction pattern
  (has our intervention built upon these patterns?)
- religion
  (to what extent are we reinforcing deeply held religious beliefs?)
- attitudes towards media
  (are we using community-oriented and accepted media for our channels into the community?)

PRO-25

IMPLEMENTATION

From Field Manual

PSC INPUTS

IMPLEMENTATION

1. Message design, curriculum development
2. Pretest communication activities, equipment, supplies and media
3. Revise materials and activities
4. Produce materials and media
5. Begin training, face-to-face activities
6. Use media and materials
7. Deliver equipment and supplies
8. Refine methodologies

PRO-25

MONITORING

From Field Manual

PSC INPUTS

1. Observations of attention given to communication inputs

2. Monitoring of operational objectives such as:
   - training
   - community-based activities
   - use of satisfied acceptors
   - reaction of target groups whether media community-oriented inputs are being produced and implemented as scheduled (e.g. are training materials distributed, are radio programmes being broadcasted are folk media troupes performing, etc.)
   - reaction of target groups to mass media
   - first hand observations during field visits, third party informal reports, formally commissioned studies, participatory, community-generated activities

3. Monitoring of behavioural objectives such as:
   - mothers preparing and feeding food to children
   - mothers preparing and feeding ORS to children
   - use of water for household purposes
   - use of latrines

4. Designing of methods to measure changes in:
   - knowledge about interventions
   - feelings about (attitudes) interventions
   - behaviours, practice of the intervention (are people using, doing it? To what extent?)

at all levels: planners, officials, bureaucracy, communities.

5. Trace and encourage communication flow within management at all levels as well as feedback from communities.

6. Evaluate the suitability and methods of adapting technologies and equipment needed for the projects and programmes.

PRO-25

EVALUATION

From Field Manual

EVALUATION

Note: There are several current sources from which evaluations can be formulated: programme statistics, Annual Reports, country reviews, for example. There seems to be growing interest in the development of social indicators and statistical profiles, all of which serve to bring a "people" oriented, humanness to UNICEF efforts. Here are additional inputs which support communication can bring:

1. Assist in establishing behaviourally-oriented social indicators based upon behavioural objectives specified previously.

2. Assist in developing methodologies to assess changes in attitudes and behaviours.

3. Assist in analyzing information from monitoring activities to serve as inputs to evaluations.

4. Assist in presentation of data which is easily comprehensible.

5. Assist in working out clear "humanized" evaluation reports.

6. Assist in dissemination of evaluation findings and facilitation of discussion forums.

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