



A REVIEW OF
A DRAFT PROJECT IDENTIFICATION DOCUMENT ON
A FAMILY LIFE RADIO STATION
IN BANGLADESH

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A DRAFT PROJECT IDENTIFICATION DOCUMENT ON
A FAMILY LIFE RADIO STATION
IN BANGLADESH

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ABBREVIATIONS

AID	Agency for International Development
BAVS	Bangladesh Association for Voluntary Sterilization
CFA	Communication Foundation for Asia
FLS	Family Life Station
FPA	Family Planning Assistant
FWA	Family Welfare Assistant
IEM	Information Education Motivation
IPAVS	International Project of the Association for Voluntary Sterilization
IPPF	International Planned Parenthood Federation
ITU	International Teller Communication Union
MCH/FP	Maternal Child Health/Family Planning
MIB	Ministry of Information and Broadcasting
PCFP	Population Control Family Planning
PID	Project Identification Document
PSI	Population Services International

INTRODUCTION

INTRODUCTION

The consultancy was initiated by USAID/Dacca for the purpose of developing a draft Project Identification Document (PID) on the use of radio in support of the National Family Planning program in Bangladesh.

Before initiating this request, USAID/Dacca officials discussed a range of ideas about commercial broadcasting techniques to promote family planning with the Bangladesh Ministry of Information and Broadcasting (MIB). A request from the MIB for a feasibility study for such a project resulted from those discussions.

This report, then, was written to fulfill the requirements of an AID PID and a MIB feasibility study.

The consultants, William O. Sweeney, of the Ford Foundation, and Douglas Larson, of The George Washington University, were briefed on the population situation in Bangladesh as well as on the current status of population/family planning programming within the MIB.

The team was encouraged to explore a variety of options and began a series of meetings in Dacca with few pre-conceived ideas about a potential project.

In addition to extensive discussions with USAID staff, the team met with various MIB and Radio Bangladesh officials and visited some radio facilities. The team was also concerned that private sector participation in the project be considered. Accordingly, a number of meetings with private family planning agencies was held to assess the potential role of these organizations in any new project.

After three weeks of meetings, it became clear that there was a good deal of interest in this project at all levels. The MIB appears anxious to initiate the experiment and the private sector agencies are unanimous in their opinion that increased radio programming devoted to family planning would help their efforts.

The draft PID which comprises the body of this report provides the details for the establishment of the Family Life Radio Station, which would devote approximately four hours of daily air time to family planning subjects.

In reviewing the draft PID that follows, it is important to remember that a PID is designed as a first step in a series of increasingly refined project documentations. Should the draft PID be considered for further development, it would be important to retain a consultant with radio engineering experience to carefully consider the project. This would provide for a refinement of the details on FM transmission and the equipment available in Bangladesh at this time. A review of the rapidly changing state of the art of solar-powered radio receivers would also be appropriate if the project were to be further developed. Detailed consideration should be given to the method of distributing the FM receivers and batteries so important to the success of this project.

It is also important to recognize that the draft PID proposes an experiment. As such, the project has the potential for some operational difficulties which can best be addressed by careful monitoring of the ongoing activity. In addition, the project at its best can only bring potential users in touch with the contraceptive services available. If there are barriers to acceptance of the delivery of services, then the motivational efforts have been misplaced.

Having said this, the team feels that the potential for a successful experiment is good. The information that results will have important implications for population/family planning in Bangladesh and quite possibly throughout the world.

DRAFT
PROJECT IDENTIFICATION DOCUMENT
(PID)

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I. BACKGROUND

I. BACKGROUND

Summary

The project proposes to demonstrate that radio can promote and increase contact between current and potential users of contraceptives and the family planning services delivery structure and that radio can be used to determine whether the increased contact between clients and services has resulted in increased use of contraceptives. Assistance will be provided to the Bangladesh Government's Ministry of Information and Broadcasting to expand the radio capacity of the Government-operated Radio Bangladesh. The additional hours of air time will feature population/family planning information in a variety of formats. The project will provide single-channel receivers which will be distributed in a test area. The project design will include plans for evaluative research to measure the effectiveness of the project and its potential for expansion.

Terms of Reference

In an exchange of correspondence in early 1980 between USAID, Dacca, and the Ministry of Information and Broadcasting, it was proposed that a "family life" station be created with "its own frequency and hours designed to meet the needs of the rural people", that an experiment be set up which adopts techniques used in private commercial broadcasting, that one or two districts be chosen for the experiment, and that a large number of receivers, designed to receive only one station, be distributed in the chosen area. Subsequently, the Joint Secretary requested that AID prepare a feasibility report on the adoption of techniques used in commercial broadcasting for a pilot project.

The Population Situation

Bangladesh is a deltaic land, 143,998 square kilometers in area, sharing boundaries with India on the east, north, and west and with Burma on the south-east. The British administered the Indian subcontinent from the 18th century until 1947, when the independent states of Pakistan and India were created. Following the War of Liberation, East Pakistan emerged as the independent Republic of Bangladesh on 16 December 1971.^{1/}

The mid-1980 estimate of population size is 90.6 million. With a birth rate of 46 and a death rate of 20, the estimated rate of natural increase is 2.6 percent per annum. By the year 2000, the projected population size will be 156.7 million. Given the present rate of growth, the population will double in 27 years. Density of population is one of the highest in the world, approximately 576 per square kilometer. The population density of Bangladesh is the equivalent of placing the entire population of the world in the United States.^{2/}

^{1/} Bangladesh Fertility Survey, 1975.

^{2/} 1980 World Population Data Sheet, The Population Reference Bureau.

Ninety-one percent of Bangladesh's population is rural. The proportion of landless persons in the population has increased from 17.2 percent in 1960 to an estimated 45 percent in 1977. Food production is not keeping pace with population growth.

The problems of Bangladesh are those of a society with an economic structure dominated by subsistence agriculture combined with a narrow-based modern sector, and with a delicate balance between agricultural resources and population. Outlets for population pressure and agriculture are blocked by the absence of new agricultural frontiers and a very small non-agricultural sector. The ramifications of development inherent in such an economy are low productivity and income, precarious employment, and low capacity for generating domestic resources and earning foreign exchange. All of these culminate in a stagnant economic structure. ^{3/}

In this demographic socioeconomic context, the Government of Bangladesh, in January 1976, declared population growth to be most serious problem of the country. As a result, the long-standing family planning and population program was further strengthened and expanded to include such policy measures as the liberalization of abortion laws and the encouragement of delayed marriage.

The Population Control Family Planning (PCFP) Program is currently directed from the national level through an organizational structure the tiers of which correspond to those of local government administration: national level, districts (19), subdivisions (62), thanas (422), unions (4,500), and villages (65,000). The existing program provides for 13,500 family welfare assistants (FWAs; three per union; female) and 4,500 family planning assistants (FPAs; one per union; male). The FWA provides MCH/FP information and contraceptives at the homes and refers IUD and sterilization clients to the union, thana, and district levels. The FPA has supervisory responsibilities for the FWA, facilitates her visits, contacts the husbands, and is supposed to work with village- and union-level organizations.

Fieldworker staff--approximately 50,000 persons--of the PCFP division of the Ministry of Health are being integrated with the Ministry's other health workers. It is the plan of the Government for all of these workers to be concerned now with family planning activities.

Despite current estimates that over 90 percent of the population is aware of family planning, prevalence of contraceptive use has risen only to 12 percent to 15 percent. The resulting gap between awareness and use is the focus of this project.

Radio

All radio broadcasting in the country is the responsibility of the Ministry of Information and Broadcasting. The state-owned Radio Bangladesh, part of the Ministry, conducts all radio activities.

^{3/} Report of Mission on Needs Assessment for Population Assistance, UNFPA.

Radio Bangladesh operates both an AM and FM service. Currently, the AM service broadcasts over eight transmitters.

<u>Location</u>	<u>Power in kw</u>
Dacca A	1000
Dacca B	100
Dacca C	2
Sylhet	20
Rangpur	10
Rajshashi	10
Khulna	10
Chittagong	10

Each of the AM stations broadcasts 10 hours to 15 hours a day. There are three broadcast periods: morning, afternoon, and evening. Typical programming includes news, music, dramas, and educational and instructive content.

Dacca A is a national station. Its signal reaches 85 percent of the population. Because of power costs it broadcasts only in the evening and night hours--from 1630 to 2400. Dacca B is a regional station which broadcasts 18 hours a day. Six of the hours are commercial: advertising spots are accepted and programs sponsored. This is the only commercial channel in Bangladesh. Dacca C broadcasts six hours a day--morning and afternoon. A Dacca AM listener can turn to two local channels throughout the day: Dacca B and C in the morning and afternoon and Dacca A and B in the evening.

The other five provincial stations schedule their own programming. However, for two hours in the evening, Dacca B and the other provincial stations are hooked up as a national network.

Estimates of AM radio sets in the country range from 1.8 million to 4 million. Estimates of listeners per set range from seven to 10. Therefore, the number of listeners ranges from a low of 12.6 million to a high of 40 million. Available audience studies do not allow generalizations about frequency of listening. However, AM radio unquestionably reaches the largest mass audience in Bangladesh. It is an especially appropriate channel for educational campaigns when the Bangladesh literacy rate of 22 percent is considered.

Radio Dacca A broadcasts in standard Bangla. The provincial stations use standard Bangla but also program in Bangla dialects.

There are 10 FM stations in Bangladesh. Five are in Dacca.

<u>Power in KW</u>	<u>Make</u>	<u>Reach in Miles</u>	<u>Use</u>
2	Russian	50-60	Not in use; aerial is in glidepath for airport
1	Phillips	30-40	Open broadcast in area
3 stations of 1/2	American	-	All used to connect broadcast house studio transmissions in Dacca to AM transmitters 15 miles outside town

There are five FM stations outside Dacca: Rajshashi, Rangpur, Khulna, Sylhet, and Chittagong. All are 2 kw. Russian make, reach 50 miles to 60 miles, and are used for open broadcast in the area. (Rangpur is not operating at this time because of technical problems.) Collectively, the six open-broadcast stations cover two-thirds of the land mass.

FM Dacca (1 kw) has a specially produced program of Western music for a few hours a day. There is no other FM programming, and all other broadcasts are picked up from AM.

There are no available data on the number of FM sets, listeners per set, or size of listening audience.

Radio and Population Activities

The Population Planning Cell of Radio Bangladesh began operating in November 1975. The cell produced a daily 20-minute broadcast, "Sukhi Sangsar" (Happy Family), which was aired six times a week. The schedule was later expanded to include an additional 20 minutes of daily local population programming in each of the five sub-cells around the country.

The format for the radio cell programs is a variety show featuring songs, short dramas, interviews, jingles, etc. This radio programming is credited with playing a role in the increased awareness of family planning that Bangladesh has experienced in recent years.

The staff of the radio cell totals 20, including six program personnel and 14 technicians. An additional staff of three persons per sub-cell is authorized; however, not all positions have been filled at this time. A major constraint of the population radio cell has been the difficulty in obtaining air time from Radio Bangladesh. Given the limited broadcasting facilities, Radio Bangladesh attempts to program the station with a mix of programs that will be commercially viable. Therefore, additional time allocation for family planning is unlikely without expanded transmission capacity.

Current radio programming in support of population/family planning is as follows: approximately four hours per week from Radio Bangladesh, 15 minutes per week from the private family planning association, and spot announcements for the products and services of the Social Marketing Project and the Bangladesh Association for Voluntary Sterilization (BAVS).

II. PROJECT INFORMATION

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Project Description

The purpose of the project is to demonstrate that radio can promote and increase contact between current and potential contraceptive users and the family planning services delivery structure (clinics, fieldworkers, retail outlets).

To do this, a new Family Life Station (FLS) will be created for the radio. All or most of the air time on the FLS will be for educational purposes, with constant and significant emphasis on family planning information.

One of the existing FM stations will be identified as the Family Life Station. FM has been chosen for two reasons. One, current AM facilities are heavily used, but FM facilities are underused and primarily broadcasting AM material. Two, the existing FM stations cost significantly less to operate than AM stations and use much less energy. (If, at a later date, new stations are required, real estate for a FM station costs less than that for a similar AM station and construction costs are considerably less as well.) In addition, FM reception is better than AM because the broadcast signal has less interference.

The project will be experimental and will be undertaken over a 30-month period. There will be a pre-operational phase of six months, broadcasting for 18 months, and a post-operational evaluative period of six months. The test will take place in 100,000 households in a few selected thanas within the broadcast range of the FLS. Single-station FM receivers will be distributed to clients (primarily couples in childbearing years) and to service providers. These are the two primary audiences for the experiment.

It is assumed that battery-powered FM transistor radios will be used. Provision will be made for replacement batteries. (Solar-powered radios are in an experimental stage, and it is possible that they could be used.)

The Family Life Station will broadcast four hours a day every day during the 18-month operations phase. Materials will be produced and taped for this entire period.

Pre-operations activities will include the training of technical and program personnel, the preparation of some broadcast materials, the testing of appropriate equipment, and the conduct of necessary research. Various types of radio receivers should be considered and tested in Bangladesh for durability and technical capacity to pick up a clear transmission. Consideration could be given to a physical modification of the receiver and/or batteries to make the batteries unique and to preclude their use for other purposes. Logistical alternatives for the distribution of the original sets and replacement batteries have to be considered and tested. A critical issue in the pre-operations phase is to determine, with some assurance, that distributed radio receivers will remain in the intended households and not end up being sold, given as gifts, or stolen.

Issues to consider in the pre-operations phase for research purposes include:

1. Determining the meaning of increased contact for each of the three service points: clinics, fieldworkers, and retail outlets.
2. Choosing a selected number of thanas in the reach of the signal of the FLS; identifying the service points in that area; and establishing the current level of contact between clientele and service providers.
3. Establishing reasons why clientele would increase use of services. (This becomes information for messages during the broadcast.)
4. Learning how service providers think use of services can be increased. (This becomes part of the information and messages for broadcasting to service providers during the operations phase.)

The 18-month operations phase will include daily transmission of family planning information, programming and production of materials for the transmission, and necessary operations research during the experiment. Family planning services will have to be measured to establish the contact between services personnel and clientele; this might be done every 90 days during the action period of the experiment. A listener survey could be done at the end of six months to determine which programs are listened to and preferred and to establish the status of the receivers and batteries.

In the evaluative phase, the primary intention will be to measure and reach conclusions about increased contact. It is proposed that an increase in contact will heighten exchange of information, provide more opportunities for service providers to teach and clientele to learn, and may increase contraceptive use.

Geographically, the experiment is limited to one of the areas covered by the six FM stations (see Appendix A). On the one hand, a provincial experiment addressing a rural audience is possible and perhaps desirable. On the other hand, the experiment could be in an area relatively close to Dacca. In choosing the area, attention should be paid to the issues and problems associated with pre-operational, operational, and evaluative research. The farther one gets from Dacca, the more difficult it will be to do the research and to field-test equipment.

Programming

Programming of the FLS would be designed for the mass rural audience of current and potential users of family planning. To assure listener interest in the new station, a substantial portion of the air time must have strong entertain-

ment appeal. This requires that program producers be well versed in substantive population/family planning content and that they be capable of integrating messages in a manner consistent with the highest quality of commercial radio broadcasting.

A variety of program formats has been used to carry family planning messages over radio. It is likely that the FLS would experiment with some of the following:

1. Dramas

The popular drama or soap opera has provided a successful vehicle for family planning messages worldwide. A serialized drama allows for the development of characters and plot in an entertaining manner and provides direct information as well as subtle motivational messages.

2. Women's Program

A show directed toward rural women could provide entertainment as well as messages on family planning, maternal and child health, literacy, etc.

3. Ask the Doctor

Currently, population programming generates a substantial number of questions from listeners which are not always answered because of a lack of air time. A program devoted to answering the questions of listeners would provide information and establish a valuable link with the audience.

4. Farm Broadcast

Early morning farm broadcasts are a staple of rural radio broadcasting worldwide. In addition to news on weather, crops, and markets, it is possible to convey family planning messages in the form of features and spots.

5. Youth Program

A show produced for young people to be used in association with the formal population education program or as a supplement to that program will include motivation to delay marriage and to plan and space children once married.

6. Spot Announcements

These short (30-second to 60-second) messages will be an important element in the FLS. A variety of spots would be heard throughout the broadcast period, including those which address specific obstacles to family planning acceptance in Bangladesh.

In addition to programs designed for the mass audience, the FLS will include programming for special groups within the target population. An example would be a special program for family welfare assistants and family planning assistants. These groups of workers at the grass roots level would be provided with a receiver and instructed to tune in at a regular time for information useful to their work. These programs will provide continuing training and also include matters on current program administration and logistics. Similar programs might be considered for school teachers, religious leaders, etc.

Production

Production of the above programs--the process of actually writing, performing, and recording each minute of the anticipated 28 hours per week of air time--is an enormous task. It is anticipated that the responsibility for production will be shared by the population cell of Radio Bangladesh and the private sector. This is already practiced to some degree; however, this experiment will formalize the arrangement and give greater freedom to the private sector to assure creative programming.

A minimum investment in production-related hardware for the cell is anticipated. Recording of FLS programs will be accomplished in the existing facilities of Radio Bangladesh and the private sector. These facilities include a recently acquired studio within the population cell that is exclusively for family planning communication. When operating, the studio will increase the present production capacity enormously. In addition, six sound-recording studios in the private sector can also be used for production. The use of these existing facilities provides immediate access to services and technicians.

The creative components of production, including scripts, direction, and talents, will also be procured, to a large degree, from the private sector. The writers and artists presently engaged in radio, television, and cinema will form the core of professionals who will undergo training designed to sensitize them to population/family planning concerns.

Training

The programming and production requirements of the project determine training needs. Skills upgrading is desirable for three tasks: scriptwriting, program production, and technical production.

Scripts are required for a range of program forms: dramas, musicals, talks, questions and answers, and spots. Program content will emphasize family planning and include materials for programs directed to women, farm families, fieldworkers, and other service providers, as well as more general audiences. Form and content are the subjects for training. It is proposed that a series of workshops be held in Bangladesh using local and foreign instructors skilled in radio scriptwriting. Among the participants would be staff of Radio Bangladesh, other Government agencies, and private sector family planning agencies; freelance writers would be invited also. Participants would be expected to complete scripts which would become part of a bank of materials to be used later for programming and production.

Radio program producers are needed. Radio Bangladesh's population cell currently has its own producers who have some population experience. Except for the Social Marketing Project and the Bangladesh Family Planning Association, voluntary family planning agencies do not have radio producers. No independent program producers exist in the private sector. More producers are needed. They would be trained in a workshop similar in format to that suggested above for scriptwriting. The workshop would include producers from the cell and the Government, and from private agencies expected to participate in FLS production.

This project does not anticipate the creation of new technical capacity. It assumes that the current capabilities of Radio Bangladesh, the population cell of Radio Bangladesh, the PCFP's IEM office, other Government agencies, and six commercial recording studios are sufficient. It is proposed that a technical radio sound-recording specialist be brought in to review current capacity and capabilities and to design one workshop, to be held in Bangladesh, for upgrading the technical skills of all persons directly involved in this project's technical production.

The preceding paragraphs addressed local training. There is also a need for participant (out-of-country) training in two areas: project organization and administration and production.

A small group from the Ministry of Information and Broadcasting will go on a third-country observation tour to study the organization and administration of radio programming. Possible countries are Korea, the Philippines, Malaysia, Sri Lanka, and India.

A core group of producers from Radio Bangladesh and cooperating agencies will go on a third-country observation tour to study radio production. A concentration of training in the Philippines is suggested because of the extensive public and private production experience in support of family planning that has occurred in that country. A workshop could be arranged with the Communication Foundation for Asia (CFA), in Manila, which has good technical facilities, living accommodations for up to 20 people, and extensive experience with radio for family planning. Other countries could be Korea, Hong Kong, Malaysia, and Sri Lanka. It is expected that this core group will be much involved in the national training program. To this end, during the third-country tour they should be looking for institutions and people who could contribute to the national training effort.

For scriptwriters it is better to concentrate funds, effort, and other resources in in-country workshops and to produce scripts. An observation tour is not proposed for this group.

It is important to note that all groups need training in population and family planning content. All courses should include content in these areas and reference materials for later development of radio materials.

Administration: Structure for the Project

The Population Planning Cell of the Ministry of Information and Broadcasting will have overall administrative responsibility for this project. The Ministry will establish general policy, set guidelines, and have final approval over all programs aired. The Population Planning Cell will undertake the production of some of the FLS programming; other programs will be produced by private and other Government agencies.

FLS project staff will be added to the existing Population Planning Cell and will be supervised by the director of the cell. An executive producer will delegate the in-house portion of the programming to one of three staff producers supported by the project. In addition to these four professional positions (director and three staff producers), six technical personnel will be added to cell. These technical positions will provide for staff writers, talents (announcers, etc.), technicians, and support staff.

Approximately 50 percent of the production will be accomplished by the cell. The staff producers are expected to continue the current practice of using private sector talents on a freelance basis for assistance with many of the specific production tasks.

The remaining 50 percent of production will be done by Government and private agencies. This will allow the project to draw on the diverse pool of technical and artistic resources and to spread the demanding job of providing software for the new station among a number of organizations. These agencies will develop program themes and present production plans to the executive producer. Once approved, all aspects of production will be the responsibility of the agencies. The agencies will provide population/family planning knowledge; private sector talent will provide professional skills; together, they will produce high quality entertainment programs relevant to the goals of the FLS.

Agencies with particular population/family planning expertise that might participate in FLS production include:

- Ministry of Health (Population Control and Family Planning Division);
- Ministry of Agriculture;
- Ministry of Social Welfare;
- Ministry of Women's Affairs;

- Social Marketing Project;
- Concerned Women for Family Planning;
- Bangladesh Family Planning Association;
- Bangladesh Association for Voluntary Sterilization; and,
- Bangladesh Rural Advancement Committee.

Funds to the producing agencies outside the Population Planning Cell will be disbursed by USAID/Dacca, with the concurrence of the Ministry of Information and Broadcasting, using a mechanism similar to that set up for the recent Operations Research Grant. This mechanism will assure timely release of funds and eliminate the administrative burden of subcontracting from the Ministry of Information and Broadcasting.

Beneficiaries

The principal direct beneficiaries of this project will be rural radio listeners in the experimental area. The programming will seek to contribute to these listeners' knowledge of family planning and to establish links between potential users and family planning services.

If the conservative estimate of seven listeners per receiver is used, this project would, by distributing 100,000 receivers, directly reach 700,000 people in their homes. This new source of information available in the home should contribute significantly to the education of the family vis-a-vis family planning and put potential users of contraceptives in contact with a supply.

Small sub-groups of listeners specifically targeted with special programs will also benefit from the new station. These groups include health and family planning fieldworkers who will acquire job-related skills and increased efficiency from the programs.

In a more limited way, Radio Bangladesh and the participating private producers will directly benefit from this pilot project by receiving training in family planning communications that will benefit those agencies in all future endeavors in the field.

By answering critical questions about the effect of radio listening on behavior, this pilot project will have important implications for future educational campaigns for the entire spectrum of development education topics, including population/family planning. Should the project be successful in its goals, radio will clearly be established as the most appropriate channel for rural communications in Bangladesh. Similar, Family Life Stations could be operational in a relatively short time, given the experience, expertise, and programming available from the pilot project.

In the broadest sense, this experiment might provide the basis for creating a rural broadcasting network devoted to family life education. Such a network would have implications for formal and nonformal education throughout the country and conceivably would contribute to national goals of fertility reduction and to an improvement in rural life in Bangladesh.

Reasonable Alternatives

At the team's last meeting with MIB's Joint Secretary, the Director General of Radio Bangladesh, and the Chief Engineer, it was suggested that AID pay the operations costs for Dacca A (the AM national station of 1000 kw) for four hours of broadcast time a day. Currently, Dacca A's transmission is limited to a transmission from 1630 hours to 2400 hours. This is due to the high costs of energy for a 1000 kw station. The time available for family planning would be before 1630 (except for the current evening family planning program broadcast from 1810 to 1830). Some of the earlier hours would be appropriate for women at home, fieldworkers, and health staff instruction and early farm family programs. The problem is the evening; it does not appear that significantly more time can be made available for family planning. Furthermore, no estimates of costs per hour of operation for Dacca A, nor for additional staff during morning or afternoon hours, are available. The Joint Secretary has asked the Chief Engineer to prepare a comparison of AM 1000 kw with FM. If the FM project falters because of problems, this alternative could be considered.

The establishment of the FLS on a new frequency was considered. This would allow for broadcast of FLS programming throughout the country. In addition to those households supplied with receivers by the project, broadcasts over AM would allow those 4 million households owning radios to listen to the FLS station. After exploring this possibility, it was learned that as a result of an ITU Conference on Low Frequency/Medium Frequency Broadcasting, held in Geneva in 1975, Bangladesh was allowed 26 frequencies with various kws of power. Eight are in operation. Of the remaining 18, none has a capacity greater than 100 kws; therefore, a second national station (1000 kws) is not allowable, according to international agreement. Permission could be sought for a modification of the allotment via the ITU in consultation with Bangladesh's neighboring countries. Given current advice, agreement for such a change is improbable.

An alternative is to create a second national station by developing a network of six to 10 provincial installations. Such a new network would be costly and time-consuming to construct.

Consideration was given to creating a private, or quasi-independent, capacity for programming and production. However, radio is a public sector activity in Bangladesh and the responsibility of the Government. Therefore, overall control and responsibility for this project seem most appropriate in the Government.

A significant augmentation of the production facilities of Radio Bangladesh's population cell, particularly for production, was discussed. Such an increase in capacity is expensive and unwarranted, given existing facilities in Radio Bangladesh, other Government agencies, voluntary agencies, and private sector studios.

Thought was given to creating a second population cell in Radio Bangladesh. Because no significant increase in production capacity is proposed, and because no other reason for a separation could be identified, it seems most appropriate to place the project under the existing cell for direct program implementation and for coordination purposes.

Other Donor Activities in Area

The principal external support for population/family planning radio communications is provided by the World Bank. The first Bank project created the Population Planning Cell of Radio Bangladesh, assisted film production work, provided some audiovisual vans, established a feature writing bureau, and trained public relations officers. The Bank evaluated the impact as follows: "It appears that the project has succeeded in creating demand for family planning services through its motivational program...." The evaluation also noted that radio was evidently a potent medium for reaching low-income groups. The second project will provide equipment, vehicles, fellowships, and continuing operating costs for three years to the Population Cell and the provincial population cells. The Bank has no plans to expand radio work in a fashion similar to this project.

IPPF support to the Bangladesh Family Planning Association includes a weekly 15-minute radio program, buying time on the commercial service.

AID, via funds to PSI for the Social Marketing Project and to the IPAVS for the Bangladesh Association for Voluntary Sterilization, provides support for spot jingles. Each agency purchases time on the commercial service.

Relationship of Project to Mission Strategy

Both USAID and the Bangladesh Government have recognized reduction in fertility as a critical factor in the social and economic development of the country. Despite its successful implementation, the Bangladesh program now finds that there is a serious gap between the level of awareness in the country and the prevalence of contraceptive use. Currently, general knowledge about family planning is almost universal in the country. However, most recent estimates of prevalence indicate that between 12 percent and 15 percent of the population is currently using a method to control fertility. This gap between awareness and use is a serious concern of program planners. The Family Life Station proposes to address that gap in a variety of ways. Under the proposed new programs, new approaches to family planning motivation can be tried. Techniques of private sector broadcasting which have proven successful in other behavioral change efforts will be used.

It is important to recognize that while USAID assistance has focused on the development of a program which can supply and deliver a full range of contraceptive services, the creation of a demand for those services is also a legitimate program concern. Radio will assist in creating demand.

By improving the education of rural couples and by motivating them to practice family planning, the Family Life Station will become a complementary component of the total USAID strategy.

Project Follow-On and Replicability

If there is a significant increase in contact between clientele and services (measurements to be determined as part of the research design) and a significant increase in contraceptive use in the experimental area, an expansion of the project can be anticipated.

The project could be expanded to one or more of the other five existing FM stations. This expansion will be governed by the number of receivers purchased and placed in households and with family planning program staff. The expansion also could be to one or more of the existing AM stations; the assumption here is that time will be made available. The expansion could, furthermore, be to new FM or AM installations; new construction is implied here.

The proposed programming and production for the experiment will not have to be increased if the program is physically expanded (i.e., transmission extended). Existing program materials will be used on more channels and heard by more people.

Given current high energy costs, careful consideration should be given to any expansion of AM facilities. In terms of energy, FM costs are considerably lower.

Technical Assistance

Technical assistance to the project will be supplied by a U.S. institution capable of providing a variety of long- and short-term services.

A project advisor will work directly with the Population Planning Cell in the Ministry of Information and Broadcasting. This person will assist in all phases of planning, implementation, and evaluation and will be on assignment in Bangladesh for a period of 30 months. The project advisor should have practical experience in radio broadcasting and communications research; technical radio engineering qualifications would be useful.

A variety of short-term consultants is also provided for in this project. Ideally, these consultants will be supported by the same U.S. institution and supplied on short notice to the project. Short-term consultants would play an important role in all in-country training and evaluation efforts.

Other backstopping activities would be provided by the same U.S. institution. Among these activities would be the development and coordination of participant training and assistance with commodities procurement.

APPENDICES

Appendix A
ESTIMATED PROJECT COSTS

ESTIMATED PROJECT COSTS

	<u>FY</u> <u>1</u>	<u>FY</u> <u>2</u>	<u>FY</u> <u>3</u>	<u>Sub Total</u>	<u>Total</u>
<u>Local Costs</u>					\$ 638,050
Production: 1,456 hours (87,360 min.) programming per year. Costs for scripts, talent, sound recording. @ Tk. 50 per min.	\$ 145,600	\$ 291,200		\$ 436,800	
Salaries: 3 professional positions Min. of Information & Broadcasting (30 months)	13,500	13,500	\$ 6,750	33,750	
Six technical positions (30 months)	12,000	12,000	6,000	30,000	
Research	40,000	20,000	40,000	100,000	
Operational costs of transmission	12,500	25,000		37,500	
<u>Commodities</u>					2,070,000
FM receivers: 100,000 @ \$15 per set	1,500,000			1,500,000	
Batteries: 5 sets per receiver @ \$1 per set	200,000	300,000		500,000	
Radio tapes: 10,000 of 30 min. length @ \$1 per tape	5,000	5,000		10,000	
Recording Equipment	50,000			50,000	
Vehicle for Min. 1 & B	10,000			10,000	

	<u>FY</u> <u>1</u>	<u>FY</u> <u>2</u>	<u>FY</u> <u>3</u>	<u>Sub Total</u>	<u>Total</u>
<u>Training</u>					\$ 52,750
In-country workshops:					
scriptwriters; 2/14 day 20 participants each	\$ 14,000			\$ 14,000	
producers; 1/14 day 20 participants	7,000			7,000	
technicians; 1/7 day 10 participants	1,750			1,750	
Participant (Out-of-country) observation/study tours:					
Administrators; 5 participants 30 days/Asia	15,000			15,000	
Producers; 5 participants 30 days/Asia	15,000			15,000	
<u>Technical Assistance</u>					415,000
Project Advisor; 30 months	90,000	90,000	45,000	225,000	
U.S. technical support	30,000	30,000	30,000	90,000	
Short-term consultants for research/training	30,000	20,000	30,000	100,000	
					<u>Total: \$3,175,800</u>

Appendix B
FM COVERAGE MAP

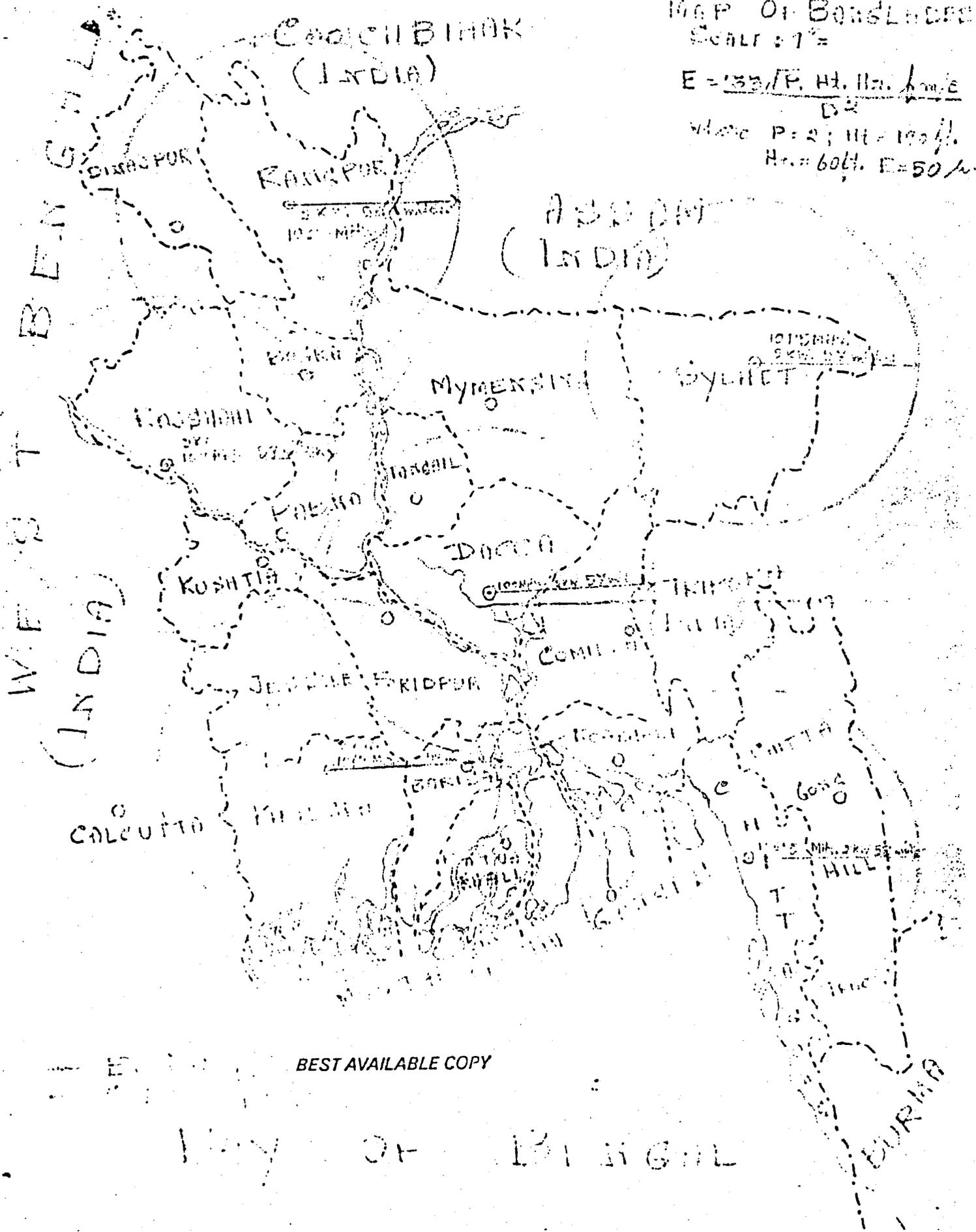
F. M. COVERAGE

21

MAP OF BENGAL
SCALE: 1" =

E = 135 / P. Ht. Hn. 1/2 m. E
D =

where P = 2; H = 100 ft.
Hn. = 60 ft. E = 50 ft.



BEST AVAILABLE COPY

MAP OF BENGAL

Appendix C
USAID/DACCA BACKGROUND CABLE

ACTION
COPY

UNCLASSIFIED
Department of State

INCOMING
TELEGRAM

PAGE 01 DACCA 02292 240914Z 8605 AID5380
ACTION AID-35

ACTION OFFICE ASTR-01
INFO ASEM-01 ASBI-01 ASDP-02 ASPD-03 AADS-01 DSHE-01 POP-04
CH8-01 HEW-09 RELO-01 MAST-01 /026 A1

INFO OCT-01 /036 W

-----052290 240928Z /34

R 240612Z APR 88
FM AMEMBASSY DACCA
TO SECSTATE WASHDC 7511

UNCLAS DACCA 2292

AIDAC

FOR ASIA/TR/POP

E.O. 12865: N/A

SUBJ: FAMILY PLANNING MOTIVATION BY RADIO

1. THE BDG MINISTRY OF INFORMATION AND BROADCASTING (MIB) HAS REQUESTED USAID TO WRITE A FEASIBILITY REPORT ON THE USE OF COMMERCIAL BROADCASTING TECHNIQUES IN ITS POPULATION AND FAMILY PLANNING PROGRAMS. THIS REQUEST FOLLOWS RECENT DISCUSSIONS ON THE USE OF RADIO TO INFLUENCE FERTILITY BEHAVIOR. SOME PROJECT CONCEPTS HAVE BEEN DISCUSSED IN THESE MEETINGS. USAID NOW REQUIRES EXPERT CONSULTANTS TO ASSIST WITH A PROJECT IDENTIFICATION DOCUMENT (PID). WE THINK A PID SHOULD DESCRIBE TWO THINGS (A) THE DESIGN AND ADMINISTRATION OF A FEASIBILITY STUDY AND (B) THE OUTLINE OF A PILOT PROJECT WHICH COULD FOLLOW IF RECOMMENDED. (S#3 13-876) 856 430945.

2. OF THE OPTIONS, RADIO IS BEING STUDIED FIRST BECAUSE OF ITS RANGE AND PROBABLE COST EFFECTIVENESS. ALSO, THERE IS GOOD EVIDENCE THAT RADIO HAS ALREADY BEEN EFFECTIVE IN DELIVERING FAMILY PLANNING INFORMATION AND MAY NEED ONLY NEW TECHNIQUES (AND RESOURCES) TO INFLUENCE LISTENERS TO ACT ON INFORMATION THEY ALREADY HAVE. THE PROJECT WOULD COMPLEMENT, NOT REPLACE, THE PRESENT PUBLIC SERVICE FAMILY PLANNING INFORMATION BROADCASTS.

3. INCLUDED ON THE AGENDA OF THE MEETING WITH THE MINISTER (MIB) WERE (A) SIZE OF A PILOT PHASE, E.G. ONE DISTRICT; (B) NEED FOR EXPATRIATE ASSISTANCE FOR FEASIBILITY, PILOT IMPLEMENTATION AND EVALUATION, AND DESIGN OF FOLLOW ON ACTIVITIES IF WARRANTED; (C) LENGTH OF A PILOT PHASE, E.G. EIGHTEEN TO TWENTY FOUR MONTHS; (D) PROBABLE RESOURCES, E.G. TRANSMITTER, SINGLE SIGNAL RECEIVERS; TRAINING; (E) CONSIDERATIONS TO BE TAKEN INTO ACCOUNT IN A FEASIBILITY STUDY, E.G. LISTENING TIMES, ENTERTAINMENT PREFERENCES, ETC.

4. USAID HAS GONE ABOUT AS FAR AS IT CAN IN CONCEPTUALIZING SUCH A PROJECT. MIB HAS COMPETENT TECHNICAL STAFF BUT THE QUOTE SOFT SELL TECHNIQUES OF AMERICAN RADIO ARE NOT FAMILIAR TO THEM. CONSULTANTS KNOWN TO US WHO ARE COMPETENT TO FORMULATE THE PROJECT DESIGN AND OUTLINE A PID ARE WILLIAM SWEENEY OF FORD FOUNDATION AND DOUGLAS LARSON OF GEORGE WASHINGTON UNIVERSITY. WE WOULD LIKE TO HAVE THEM SCHEDULE A TDY IN DACCA AS SOON AS THEIR SCHEDULES PERMIT. IF NEITHER AVAILABLE, PLEASE REQUEST SWEENEY & LARSON TO RECOMMEND ALTERNATE CANDIDATES. LENGTH OF TDYS WOULD BE IN RANGE OF THREE TO SIX WEEKS. THEIR ESTIMATE OF TIME WOULD BE MORE RELIABLE THAN OURS. WE RECOMMEND THE CONSULTANCIES BE FINANCED THROUGH THE APHA GRANT.

5. SCOPE OF WORK: WORKING WITH COUNTERPART PERSONNEL IN MIB, THE CONSULTANTS WILL IDENTIFY THE SIZE AND CHARACTERISTICS OF A PILOT

DACCA 02292 240914Z 8605 AID5380
AREA TO BE REACHED BY ONE TRANSMITTER. (TRANSMITTER SPECIFICATIONS AND TECHNICAL FACTORS OTHER THAN NUMBER AND DISTRIBUTION OF RECEIVERS MAY DETERMINE SIZE OF TARGET POPULATION IN PILOT PHASE.) CONSULTANTS WILL STUDY EXISTING MIB DATA ON RADIO OWNERSHIP AND LISTENING PRACTICES, AND, TO EXTENT IT IS RELEVANT, SIMILAR DATA ON TELEVISION. CONSULTANTS WILL HELP TO FORMULATE HYPOTHESES CONCERNING EFFECTS OF RADIO ON BEHAVIOR, PARTICULARLY FERTILITY RELATED BEHAVIOR. CONSULTANTS WILL LIST QUESTIONS WHICH NEED BE ADDRESSED IN A FEASIBILITY STUDY. CONSULTANTS WILL LIST RESOURCE REQUIREMENTS FOR OTHER COSTING BY AID (E.G. TRANSMITTER, RECEIVERS, TRAINING, ETC.) CONSULTANTS WILL ASSIST USAID AND MIB TO IDENTIFY SHORT, MID AND LONGER TERM EVALUATION POINTS AND INDICATORS. IN DACCA, AT END OF CONSULTANCY, THE CONSULTANTS WILL ASSIST WITH THE FIRST DRAFT OF A PID.
SCHNEIDER

Handwritten signature

UNCLASSIFIED

Appendix D
LIST OF PERSONS INTERVIEWED

Appendix D

LIST OF PERSONS INTERVIEWED

USAID

Mr. Charles Gurney, Chief, Population, Health and Women Division
Mr. John Dumm, Population Officer
Dr. Carol Carpenter-Yaman, Population Officer
Mr. S.A. Noor, Program Specialist

Ministry of Information and Broadcasting

Mr. Abdur A. Rahim, Joint Secretary
Mr. Amir Uz-Zaman Khan, Director-General, Radio Bangladesh
Mr. Habib Ullah, Chief Engineer, Radio Bangladesh
Mr. Najmul Alam, Deputy Director-General, Radio Bangladesh
Mr. Saif Uddin Malik, Deputy Chief Engineer, Radio Bangladesh
Mr. Toffazzal Hossain, Population Planning Officer
Mr. B.M. Adhikari, Chief, Planning Cell
Mrs. Syeda Hasina Rahman, Director, Population Planning Cell
Mr. Md. Nazrul Islam, Assistant Director, Population Planning Cell
Mr. Monotosh Dey, Program Organizer, Population Planning Cell
Mr. Kh. Emdadul Hoque, Program Organizer, Population Planning Cell

American Center

Mr. Hyy Khan

Social Marketing Project

Mr. Anwar Ali, Director

Bitopi Advertising

Mr. Reza Ali

Concerned Women for
Family Planning

Mrs. Mufaweza Khan, Director

Bangladesh Association
for Voluntary Sterilization

Dr. Azizur Rahman, President

Bangladesh Family
Planning Association

Mr. Mozammel Hoque, Executive Director

Mr. Mizanur Rahman, Field Director

USICA

Mr. James Meyer

Bangladesh Rural
Advancement Committee

Mr. F.H. Abed, Executive Director

Christian Health
Care Project

Mr. Subhas Ratna

UNFPA

Mr. Richard Moore, Coordinator

Mr. Jack Boone, Advisor to Population Control and Family Planning
Division, Ministry of Health

